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GRAND JURY

Annual **REPORTS**



CITY AND COUNTY OF

SAN FRANCISCO

CALIFORNIA

1966 San Francisco County Grand Jury.

Room 469 City Hall

December 22, 1966

Foreman's Letter of Transmittal.

Honorable Gerald S. Levin,
Presiding Judge of the Superior Court,
Room 450 City Hall,
San Francisco, California.

Dear Judge Levin:

Please find with this letter the final reports of the 1966 Grand Jury. This report comprises the findings and recommendations of the seventeen committees which have reviewed the operations of fifty-six departments of the City and County of San Francisco. I hope these reports will be found instructive and edifying as the Chairmen and Members of these reporting committees have devoted so much of their personal and valuable time to formulate them.

We are hopeful that these reports will be dignified by a thorough study of their contents by the departments concerned; followed by appropriate action. If these Grand Jury reports have as a final result the betterment of the processes and conditions of local government, then they will reflect to the benefit of all of the citizens of our city and the work will have been worth while.

For your information, statistically, the 1966 Grand Jury heard as of December 19th, 1966, 214 cases presented by the Office of the District Attorney and concerning 325 defendants. The Grand Jurors heard 606 witnesses and spent some two hundred and fifty hours on these cases. The Police Department, the Office of the District Attorney and the Courts spent many more with the frustrating results that most of the accused were given probation, suspended sentences, or token confinement.

I would strongly recommend that steps be taken to arrange to stagger the terms of grand juries in the future, so that some few experienced jurors from the previous panel could sit in and serve with the following panel and act as guides to the new and inexperienced grand jurors. Much valuable time is lost gaining experience and knowledge of this work.

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Foreman's Letter of Transmittal (Continued)

Some of the committees of this Grand Jury have been greatly disturbed by the free-handed passing out of valuable and profitable contracts to various individuals and concerns without the formality of asking for competitive bids. I hope that the next Grand Jury will take steps to see that contracts issued by all City Departments will be let out to bid when the amount involved is above certain limits they might set. This no doubt would save a considerable amount of money for the taxpayers.

There have been fifty-six departments of the City Government studied by this Grand Jury. We have seventeen appointed committees for this work. Two of the committees for example, have the task of surveying and reporting on fourteen City Departments. This is impossible.

I strongly recommend that future grand juries appoint only three committees of about six jurors each, instead of seventeen committees of three jurors each. Then these three committees could be allocated one-third of the fifty-six departments of City Government each year to study and report on. These Committees should take advantage of their privilege to employ outside business consultants and public accountants, as for example the thorough analysis of the 1965 Forbes Surveys. Such professional findings would make the committee reports have factual depth. It would result in a thorough examination of City Departments every three years instead of a yearly cursory examination. It must be remembered that in case of necessity the Grand Jury, can call a special investigation at any time. I think a thorough study with professional help, if necessary, could conceivably have more impact and receive more consideration by City Departments concerned. This hopefully would put a stop to the cursory examination of the reports and a "file and forget" technique, which has been so prevalent in the past.

It is encouraging to this Grand Jury to know that our Presiding Judge has stated that he will request the consideration of the reports of the 1966 Grand Jury by the Board of Supervisors as required by Section 933 of the California Penal Code.

I must add that I, as Foreman, and all of the Members of the 1966 Grand Jury could not have functioned as well without the constant and unstinted aid of that understanding and statistical friend, Ralph Sheehan, who made our work easier. My most gracious thanks goes to our hard working and dedicated Secretary, Mrs. Clara Groezinger, who probably devoted more time to her task than any of us.

Foreman's Letter of Transmittal (Continued)

I want to thank all of the Grand Jurors for their fine cooperation and the most pleasant association with all of them made my particular task easier and enjoyable.

Serving on this Grand Jury has been a rewarding experience for all of us. Personally, I feel honored and flattered that you chose me to be your Foreman.

I think this Jury is outstanding in its achievements its dedication to its task and its astonishing attendance record which you have often commented upon.

We all consider ourselves very fortunate to have had you, the Honorable Gerald S. Levin, as our mentor and Presiding Judge.

With the warmest of personal regards, I am

Sincerely,

HWS:S

Horace W. Seaman, Foreman

1 9 6 6

G R A N D J U R Y

OF THE

CITY AND COUNTY OF SAN FRANCISCO

Horace W. Seaman, Foreman

Frank C. Colridge, Deputy Foreman

Mrs. Clara C. Groezinger, Secretary

- - - - -

William A. Ferenz

Leonard E. Fregosi

Bernard Gordon

Thomas W. Handley

Alger J. Jacobs

Leonard V. Jones

Sidney H. Kessler

Mrs. Delanie M. Kilduff

Miss Rita M. Leveira

Martin J. O'Dea

Raymond W. Rivers

Henry Rosenthal

Jim Rourke

Walton R. Smith

James Topolos

Edward G. Zelinsky

- - - - -

Impaneled January 11, 1966

Discharged January 5, 1967

- - - - -

1966 SAN FRANCISCO COUNTY GRAND JURY

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COMMISSIONER, SEALER OF WEIGHTS AND MEASURES.

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THE FOREMAN AND SECRETARY ARE EX-OFFICIO MEMBERS OF ALL COMMITTEES.

GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO.

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CHIEF ADMINISTRATIVE OFFICER

Among the recommendations contained in the report of the 1965 Grand Jury was one relating to methods of expediting the issuance of building permits. It was pointed out that the present method is very time-consuming and costly, holding up months of active construction time. Checking is required with eight different departments.

The Chief Administrative Officer states he was in full accord with the recommendation. A charter amendment was submitted in the Fall of 1965, but it was tabled by a committee of the Board of Supervisors because of opposition by civic groups, contractors, and the Fire Department. In the interim, the Chief Administrative Officer, or his representatives, have been meeting with these groups attempting to work out an acceptable plan for consolidation. Following many conferences, a proposed charter amendment was drafted which was generally acceptable to these varied interests. While not perfect yet, it represented a great improvement over current practices. The amendment was voted upon at the election held in November and carried by a good margin.

Another subject contained in the 1965 report related to means of garbage disposal. In view of many new stories on San Francisco's garbage disposal problem in recent months, any further explanation of this subject in this report would add little to what has been written. Suffice it to say the short-term situation is precarious and the long term is serious. As was said by someone during the conference on this subject, the American Government spends billions of dollars to put astronauts on the moon but little attention is being given to solve effectively and economically the disposal of garbage of metropolitan cities. It was learned by this Committee that the Chief Administrative Officer and his staff are carrying on studies and investigations, but at the present time no satisfactory solution to this problem has been found. Application for federal funds for a pilot plant incinerator has been made.

Mr. Thomas J. Mellon was appointed Chief Administrative Officer by Mayor John F. Shelley with approval of the Board of Supervisors on September 1, 1964. With respect to comments contained in the Forbes Report applicable to his office, he has already complied with the recommendations relating to Time Rolls; made a satisfactory explanation with respect to an encumbrance on

CHIEF ADMINISTRATIVE OFFICER (continued)

the Publicity and Advertising Fund; and has complied with the comment in connection with the perpetual record of inventory of personal property charged to the department. To the best of our knowledge, he was also the first City Official to send a bulletin to the heads of the various departments under his supervision referring to them the data contained in the Forbes Report with respect to the operations of their departments and requesting them to advise him of their comments thereon.

This Committee was impressed with Mr. Mellon's intimate knowledge of the subjects discussed with him, and commends him for his promptness in reviewing the comments and recommendations in the Forbes Report and his co-operation both in complying with such comments and recommendations or making satisfactory explanations thereof.

Alger J. Jacobs

Jim Rourke

Frank C. Colridge, Chairman

BOARD OF SUPERVISORS

The Committee has conferred with Mr. Peter Tamaras and Mr. Robert J. Dolan, Clerk, of the Board of Supervisors. It reviewed with them the recommendations of the 1965 Grand Jury relating to the Board.

Among the recommendations was one relating to adherence to Section 933 - Penal Code. In brief, this section provides for the transmittal of Grand Jury reports to the Presiding Judge of the Superior Court and comment on the findings and recommendations of a Grand Jury that pertain to County government matters under control of the Board; and every elective County officer shall report to the Board on the findings and recommendations pertaining to such County officers. Further, it provides that the Board shall review the findings and submit them to the Presiding Judge not later than 60 days after the Grand Jury's discharge.

The Committee commends Messrs. Tamaras and Dolan for promptness in transmitting the 1965 Grand Jury Reports to the elective officials and their interest in complying substantially with the provisions of Section 933 - Penal Code.

Under date of December 31, 1965, John F. Forbes and Company reported to the Controller of the City and County on an extensive examination made of the procedures and internal accounting controls relating to revenues, time rolls, work orders, and procurement, including receipt, custody, and disposition of personal property, which are in effect in all the general departments of the City and County with certain exceptions. These reports were produced and submitted to the Controller at a cost to the City and County of \$137,000.00.

The existence of these reports covering subjects of major importance to the taxpayers and residents of the City was not disclosed to the Grand Jury and such information was obtained quite by accident by members of the Grand Jury. Considerable time and effort was required to obtain copies of the reports. This Committee and other Committees found in their conferences with City Officials that they had not received copies of the reports relating to their departments and were in fact completely unaware of the existence of these reports.

Resulting from the Conference with the Chairman and Clerk of the Board, action was taken by the Board of Supervisors on

BOARD OF SUPERVISORS (continued)

August 1, 1966, requesting the Controller to furnish the Board, the Mayor, and the Chief Administrative Officer with a comprehensive report by September 1, 1966, which would clearly set forth, among other things:

1. the method and extent of disseminating the Forbes' recommendations to the various departments involved;
2. the instructions issued with respect to considerations and compliance with the recommendations contained in the Forbes report;
3. the recommendations which have already been put into effect on the status of departmental action with respect to other recommendations not yet adopted; and
4. plans made or presently under study for implementation of all recommendations contained in the Forbes Report.

Under date of August 30, 1966, Nathan B. Cooper, Controller, requested and obtained from the Board an indefinite extension of time "with the understanding that progress reports will be submitted monthly commencing October 1, 1966."

This Committee cannot condone a City governmental system which authorizes the expenditure of a considerable amount of taxpayers' money for a project proposed by the official of a City department, which certainly must have had sufficient merit to warrant approval by the Board of Supervisors, and then only as a result of prodding by a Grand Jury Committee direct the City's official to furnish the Board, the Mayor, and the Chief Administrative Officer with a report as stated above, seven months after the report was submitted to the department by John F. Forbes and Company.

In view of the indefinite extension of time granted to the Controller to comply with the Board's directive, this Committee respectfully recommends to the 1967 Grand Jury that it give serious consideration toward requiring the Controller to report fully on the suggestions and recommendations contained in the Forbes Report with a view to adoption of those which would be beneficial to the City and give to the taxpayers a more efficient and businesslike return for their tax dollars.

Alger J. Jacobs

Jim Rourke

Frank C. Colridge, Chairman

HUMAN RIGHTS COMMISSION

Established in July, 1964, as a result of an ordinance enacted by the Board of Supervisors, this is the first year that the Commission has been assigned to a Grand Jury Committee. In view of this fact, it seems advisable to review briefly the genesis of the Commission, some of the principal features of the ordinance, the Commission's current activities, and other related matters.

Action leading to the drafting and enactment of the ordinance resulted from a number of civil rights demonstrations in San Francisco in the Fall of 1963 and the Spring of 1964. The ordinance requested by Mayor Shelley and passed by the Board of Supervisors in July of 1964 gave the Human Rights Commission this charge:

"Sec. 12A.2. Declaration of Policy. It is hereby declared that the policy of the City and County of San Francisco is to act to give effect to the rights of every inhabitant of the City and County to equal economic, political and educational opportunity, to equal accommodations in all business establishments in the City and County and to equal service and protection by public agencies; that an instrumentality should be established to give effect to such rights, to eliminate prejudice and discrimination because of race, religion, color, ancestry or place of birth, to inform the inhabitants of the City and County of developments in human relations, to provide expert advice and assistance to the officers, agencies, boards, departments and employees of the City and County in undertaking ameliorative practices to keep peace and good order and to officially encourage private persons and groups to promote and provide equal opportunity for and good will toward all people."

The Human Rights Commission is a separate City department. By the ordinance, it consists of 15 members, appointed by the Mayor, broadly representative of the general public and the employer, labor, religious, racial, and ethnic groups. Members of the Commission originally were appointed for staggered terms, but thereafter members are appointed for a four-year term.

In addition to the other powers and duties set forth in the ordinance, the Commission shall have the power and duty to require by subpoena "the attendance and testimony under oath

HUMAN RIGHTS COMMISSION (continued)

of any person directly involved in or concerned with discrimination within the scope of this ordinance. . ."

The Commission shall render a written report of its activities to the Mayor and Board of Supervisors not less than once every three months.

The budget approved by the Board of Supervisors for the fiscal year 1966-1967 totalled \$209,379.00, of which amount \$124,237.00 was allocated to permanent salaries. A further breakdown of the permanent salaries item indicates salaries to staff of \$90,756.00, all of whom are non-civil service. The remainder, \$33,481.00, constitutes clerical help who are under civil service.

This Committee has met with the Director of the Commission and with members of the Commission. In these meetings, the Committee has questioned a number of the activities of the Commission based upon reports thereon contained in the minutes of the regular meetings of the Commission and its standing committees. In the opinion of this Committee, the answers to a number of questions were not acceptable.

Concerning itself as it does with community race relations problems, it is most difficult to evaluate what definite contribution has been made by the Human Rights Commission during its relatively brief period of existence in bringing about more equal economic, political, educational, and housing opportunities for so-called minority groups.

This Committee is firmly of the opinion that a City department to which there has been granted such broad duties and power, especially in a field so frequently beset by strong tension and emotions, should not function as a separate department but should be supervised by an elective official.

Therefore, this Committee recommends that the ordinance establishing the Human Rights Commission be amended to provide that it be placed under the supervision of the Mayor.

Alger J. Jacobs

Jim Rourke

Frank C. Colridge, Chairman



SOCIAL SERVICES DEPARTMENT

The Public Welfare Department was created in 1937 by Charter amendment. The name of the department was changed by ordinance No. 181-65 of the Board of Supervisors at the request of the Public Welfare Commission during the fiscal year of 1964-1965.

A. Philosophy

At present, the new concept of the Social Services Department is that of emphasizing self-help, self-care, and self-support where possible. With this concept it has required the Commission to reappraise the total operation as to:

1. Departmental operations
2. Services to clients
3. Policies and procedures
4. Office space requirements

B. Programs

Under the supervision of the Social Services Commission, the following programs were administered:

1. Public Assistance:

Old Age Security (OAS)
Medical Assistance for the Aged (MAA)
Aid to the Blind (AB)
Aid to Potentially Self-Supporting Blind Residents (APSB)
Aid to Families with Dependent Children (AFDC)
Foster Care of Children in Boarding Homes and Institutions (BHI)
Aid to Needy Disabled (ATD)
California Public Assistance Medical Care Program (PAMC)
General Assistance (GA, Indigent Aid)

2. Service Programs for Children:

Adoptions
Inspections and Licensing of Boarding Homes for Children (BHA)

SOCIAL SERVICES DEPARTMENT (continued)

Foster Home Placement and Supervision of Children
Counseling, Guidance, and Protective Services
for Children

3. Federal Financial Assistance Programs:

Cuban Refugee Program
Services to Mentally Ill Nationals
Temporary Assistance to United States Citizens
Repatriots

4. Other Programs:

Single Men's Rehabilitation Center (SMRC)
California Prevention of Blindness Program
Licensing of Boarding Homes for the Ambulatory
Aged (BHA)
Vocational Services
Food Stamp Program

RECOMMENDATIONS:

In view of the fact that the philosophy of the Social Services Department is being reviewed constantly in order to keep up with today's modern thinking and new governmental programs, emphasis should be placed on:

- A. The returning of welfare recipients to active and useful lives in the community and to remove as many as possible from the welfare rolls.
- B. The breaking of the cycles of assistance as soon as possible.
- C. Making a greater use of existing agencies in connection with helping the welfare recipient return to the productive stream of our society and becoming self-sufficient.

C. Administrative

In order for the Social Services Department effectively to carry out its basic philosophy and to translate the new Federal and State legislation into meaningful assistance for those in need, a continual evaluation of the public assistance programs in operation should be made as to their serviceability and need. By June of 1967, the Social

SOCIAL SERVICES DEPARTMENT (continued)

Services Department must have approximately 1,400 employees and 175 gross feet of floor space per employee in order to meet Federal and State mandatory requirements. At present, the Department has about 1,180 employees and 141 gross feet of floor space per employee.

With the contemplated growth by 1967, the present staff must be augmented and new classifications established.

Also, the contemplated growth will create new accounting procedures and require the updating of the old accounting procedures.

RECOMMENDATIONS:

1. That the Social Services Department be allocated the additional working space and facilities to perform its functions and to meet the mandatory Federal and State requirements by June, 1967.
2. The Civil Service Commission should consult with the Social Services Department before setting the job classifications. This procedure may help to cut down on the time lag between the actual job request and the time it is filled.
3. The Social Services Department should continue to put records, etc., on the data processing equipment. This will eliminate duplicate records and increase the efficiency in handling the records of the recipient.
4. The Social Services Department should continue to implement the suggestions and corrections as stated in the Forbes Report of September, 1965, and December, 1965.
5. The Social Services Department should continue to review and analyze its present programs in order to determine if expansion is needed or if maybe a program should be discontinued.
6. The Social Services Department should put forth a special effort to eliminate any unnecessary expenditure when the case doesn't warrant it. This applies to both the staff and the recipient. Every effort possible should be put forth to break the cycle of public assistance and provide the recipient with meaningful service and aid in order that he or she may return to the productive stream of our society and become self-sufficient.

SOCIAL SERVICES DEPARTMENT (continued)

CONCLUSION:

There is no doubt that many of the misunderstandings concerning the nature and characteristics of the Social Services Department have come about through the traditional use of inappropriate concepts. Merely because something has survived the passing of time, however, is no reason in itself to conclude that the survival has been on the grounds of merit. When it becomes evident that concepts don't express the true meaning of the underlying fact, it is time that consideration be given to a change.

It is clear that in order for the Social Services Department to be accepted by the public its operation must be based on an accurate analysis of the public's needs, and the tailoring of its services to meet those needs.

Leonard E. Fergosi

Walton R. Smith

Leonard V. Jones, Chairman

PURCHASING DEPARTMENT

The Purchasing Department buys all material and supplies and orders all contractual services for all departments of the City of San Francisco; repairs and maintains various items of equipment for the City Departments (except Public Utilities) and operates central "Stores" to handle and distribute materials.

During the Fiscal Year 1965-66 ending June 30th, the Department issued 35,000 purchase orders totaling more than 30 million dollars.

It is responsible for buying, selling and maintaining approximately 3,000 vehicles providing transportation, comfort and protection to our citizens and visiting neighbors.

RECOMMENDATIONS:

This committee suggests that the Board of Supervisors create a new position in the purchasing department, a Supervisor of Specifications.

His duties and responsibilities should be:

- a. To collect, analyze and interpret data relating to a standards of quality.
- b. To standardize equipment, materials and supplies.
- c. To contact other public and private agencies on work performance standards, etc.
- d. To develop new and revised specifications.
- e. To establish practical tests and arrange for laboratory testing of articles.
- f. To do research on new materials and products.

An economic review of long-existing specifications, particularly those used as a basis for substantial and periodic purchases, will prove to be a savings to the City both in time and money.

A "Supervisor of Specifications" was approved by the Chief Administrative Officer and the Mayor in the 1966-67 budget but was deleted by the Board of Supervisors. We recommend that the Board review this particular matter again and create this most needed position.

PURCHASING DEPARTMENT, Continued

COMMENDATION:

The Committee commends the Purchasing Department for the excellent manner in which it has carried out its duties under the capable, conscientious and efficient leadership of Mr. T. F. Conway.

William A. Ferenz, Chairman

Frank C. Colridge

Thomas W. Handley

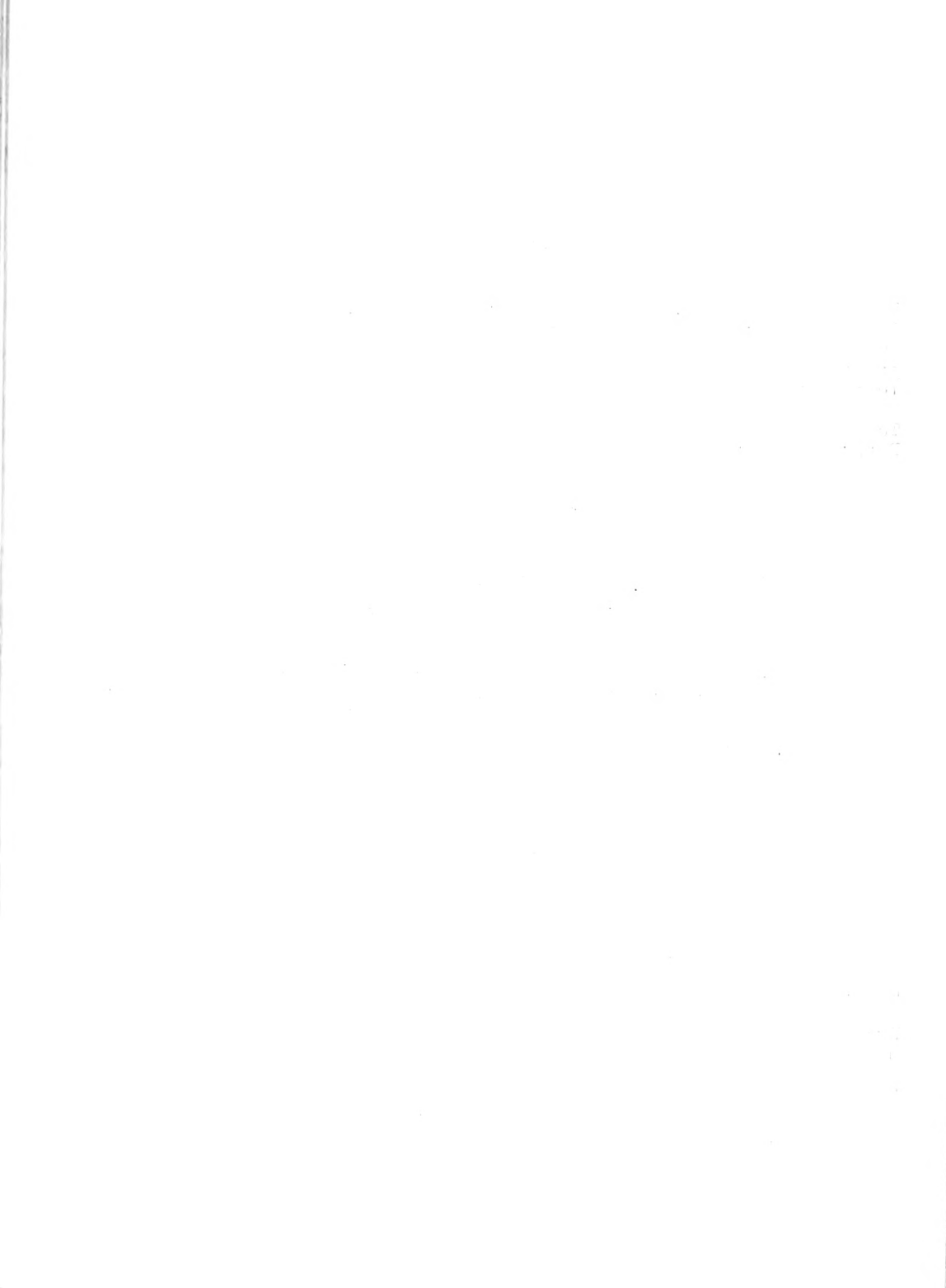
REAL ESTATE DEPARTMENT:

The Real Estate Department is the Real Estate Agent for the City and County and is fundamentally concerned with the acquisition and disposition of real property by the City and County and its various departments. This department handles all sales, purchases, exchanges, leases or acquisitions of land by eminent domain proceedings.

There are numerous other important activities of the Real Estate Department, some of which are:

- a. It handles transfer of jurisdiction of real property between city departments.
- b. It conducts special studies and appraisals requested by city departments, Board of Education, the Mayor and the Board of Supervisors to assist them in their handling of real estate matters.
- c. It makes studies and appraisals for the Board of Supervisors when it is sitting as a Board of Equalization, and acts in an advisory capacity to the Board.
- d. It allocates office space to departments in City Buildings.
- e. It manages the Civic Auditorium and Brooks Hall.
- f. It collects rentals in connection with certain City-owned public garages.

The City and County of San Francisco owns approximately 81,942 acres of land worth more than 763 million dollars. This includes a small parcel of land deeded to the City and County on May 12, 1932 by the California Historical Society acting for the Rotary Club of Mallorca, of the Balearic Islands, Spain. This is the birthplace and home of Fray Junipero Serra, Franciscan Missionary. He founded the first Mission in Upper California (now California) in 1769. Pursuant to Ordinance No. 519-58, on September 19, 1958, the City and County entered into a written agreement with the Society of California Pioneers, whereby the Society assumes the obligation of repairing, maintaining, improving and managing the birthplace of Fray Junipero Serra.



(REAL ESTATE DEPARTMENT, continued)

With the exception of said birthplace, all real properties owned by the City and County are situated in San Francisco or in other counties in the State of California, as follows:

HETCH HETCHY WATER SUPPLY in Tuolumne, Stanislaus, San Joaquin, Alameda, and San Mateo Counties.

WATER DEPARTMENT in Alameda, Santa Clara, and San Mateo Counties.

SAN FRANCISCO INTERNATIONAL AIRPORT, HASSLER HEALTH HOME, SHARP PARK, LOG CABIN RANCH SCHOOL AND COUNTY JAIL IN San Mateo County.

PARK-LIBRARY oil lands in Monterey, Fresno and Kern Counties.

RECOMMENDATIONS:

This Committee suggests that air space above many of the City's properties be leased to provide additional revenue to the City. Areas such as the car barn at Geary and Presidio; Potrero at 17th; Geneva at San Jose; and Elkton Shops at Ocean and San Jose; Powell at North Point. Also areas above the existing and future freeways be made available for construction of tower office, hotel and apartment buildings. As all Federal, State and City lands and improvements in San Francisco are exempt from local taxation, it is most important that as many rights as possible within freeway properties be restored to the assessment roll by selling such rights to private parties for development and use by them.

COMMENDATION:

This Committee commends the Real Estate Department for efficient administration of its important duties and it commends the leadership and devotion to duty of Philip L. Rezos, its Director.

William A. Ferenz, Chairman

Frank C. Colridge

Thomas W. Handley

MAYOR.

This Committee has reviewed with Mayor Shelley the two recommendations made to him by the 1965 Grand Jury. These recommendations were concerned with the city retaining a public relations or information concern in Washington to keep the Mayor advised as to Federal Funds or programs for San Francisco and for the employment of additional staff personnel for his office. The Committee agreed with the Mayor that the City's Federal Legislative Representative stationed in Washington provided the city with adequate contacts in Washington; also that the Mayor is proceeding by steps to fill additional positions on his staff as rapidly as the final organization of his office and available office space will permit.

In the Forbes' Report - "Supplemental Report on Examination of Accounting Procedures" - page 42, attention is called to the many procedures prescribed by the Charter, Administrative Code, or instructions issued by the Controller or Purchaser. In addition the Chief Administrative Officer and individual department heads, also prescribe procedures.

This report states that the Administrative Code "was published in 1959 and has been amended substantially since that time to the point where only a few copies of the Administrative Code exist which may be reasonably reliable." In addition, "the Controller has issued over 550 departmental instructions over a period of thirty-three years. Many of the later instructions have been superseded but the file has not been updated and cross-referenced. Likewise instructions issued by department heads, etc., have not been updated and cross-referenced in many years."

Associated closely with this situation is a revision of the antiquated city charter. Such thoroughly informed groups as Grand Juries, the Blyth Zellerbach Committee, the Downtown Association, the Chamber of Commerce and other public-minded groups have shown how the city could save millions of dollars by modernizing the charter. It is our understanding that Mayor Shelley is giving attention to the revision of the charter, a campaign plank promised in his pre-election campaign.

Another important subject is that of improving the current budget procedure. Mr. Louis S. Simon, General Manager of Television Station KPIX, has stated this case clearly and succinctly, in a television editorial which was presented on October 23, 1966, and again on October 24, and November 10.

This Committee regards most highly this editorial and considers it so factual and important that it be included in this report:

MAYOR (continued)

"There's been a great deal of talk about the need for improving the preparation and review of the City budget of San Francisco

Now it is handled this way: Each year the budget requests of City department heads are sent to the Mayor. He approves or trims, according to the best of his knowledge.

Then he turns the package over to the Supervisors' Finance Committee, which conducts marathon hearings before submitting their budget recommendations to the full Board of Supervisors.

Neither the Mayor nor the Finance Committee - much less the full Board of Supervisors - know any more about budget needs than they are told by City department heads. And it is the official responsibility of the department heads to ask for all the money they believe is required to meet their departments' needs.

Naturally, they feel they are the best judge of their budget requirements - and no doubt, they try to be objective in their requests. But complete objectivity in budget matters can only come from impartial inquiry by full-time specialists who have NO responsibility for the operation of City departments.

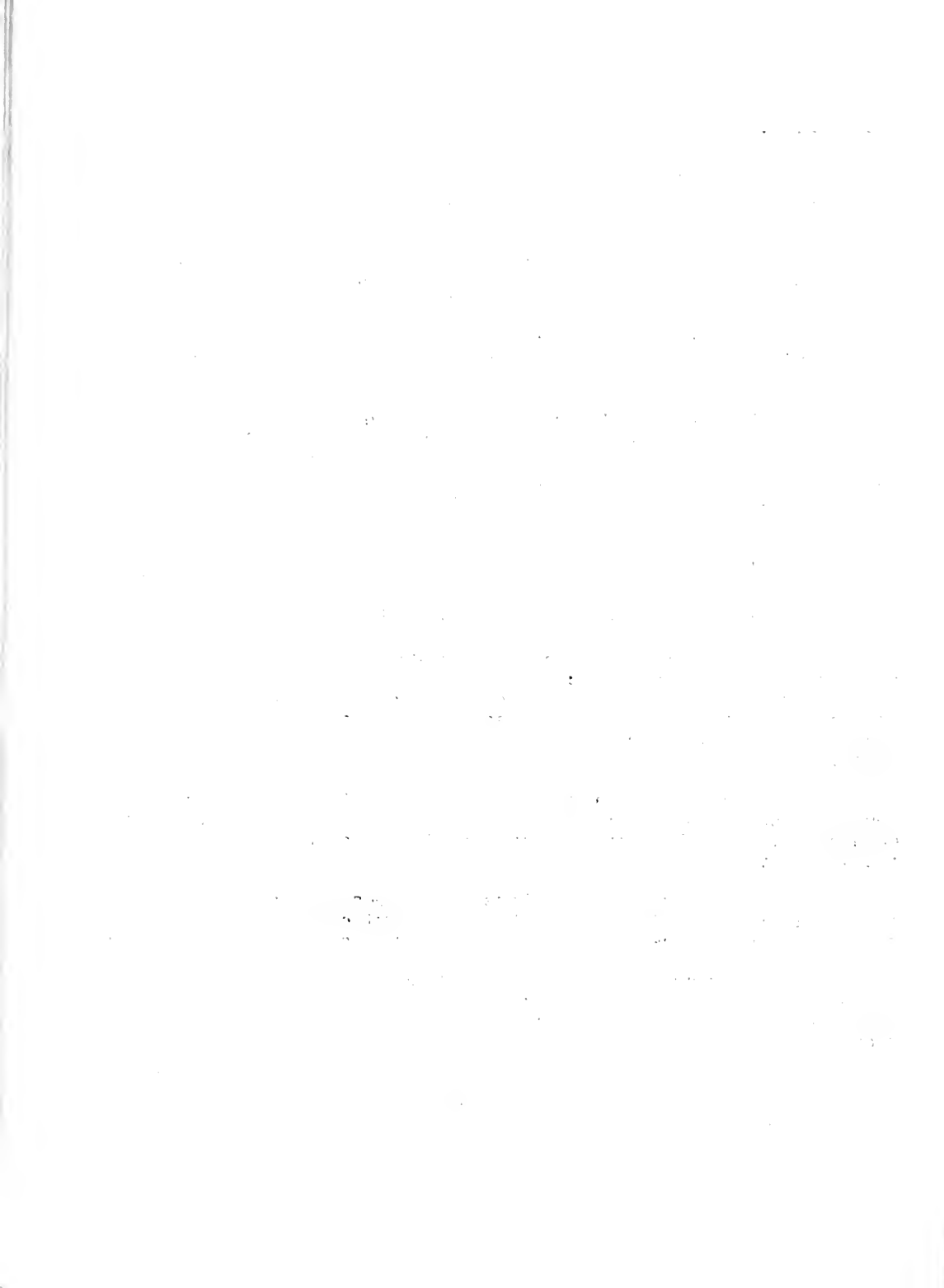
After exhaustive study, the Greater San Francisco Chamber of Commerce is recommending: Creation of a position of City Budget Director under and solely answerable to the Mayor - and the appointment of a budget analysis staff assigned to the Supervisors' Finance Committee. The analysis staff would work year-round with City department heads.

The Budget Director and the analysis staff independently could ask pertinent and penetrating questions of department heads and each other. And they would be in a position to objectively evaluate the validity of the answers.

They couldn't care less whose toes they stepped on. For their sole responsibility would be to determine exactly how much money it takes to meet performance requirements of City departments.

Only such impartial, full-time professionals can provide the Mayor and the Supervisors competent analysis and objective advice on which the Supervisors can base their action on City budget requests.

We urge favorable consideration by the Mayor and the Board of Supervisors of these City budget procedure recommendations by the Chamber of Commerce."



MAYOR (continued)

Recently, the newspapers have carried articles indicating Mayor Shelley's deep concern with the city' and county's financial situation and that it might be necessary in the near future to develop other sources of revenue via increase in sales tax, payroll tax, etc. In order to develop sufficient funds to meet the constantly increasing budget.

This Committee is of the opinion that these three important projects; revision and updating of the Administrative Code, revision of the antiquated city charter, and improvement of the budget procedure call for the serious and immediate consideration of Mayor Shelley and the Board of Supervisors representing the executive and legislative branches of the city and county government.

It is recognized that these three projects contain many, many, involved and complex problems and any solution even to an appreciable degree can not be accomplished over-night but will require time. This Committee believes, however, that if additional revenue is required to meet the increasing cost of city and county government, taxpayers and residents will support a "balance sheet" of fiscal reform and savings in the cost of government on one side and tax increases, if necessary, on the other, but will oppose tax increases only

Alger J. Jacobs

Jim Rourke

Frank C. Colridge, Chairman



POLICE DEPARTMENT.

Your Police Committee has spent many hours in gathering data with respect to its study of the San Francisco Police Department. It has met with the Chief of Police, officers of the San Francisco Police Officers Association, Police Athletic League, K-9 Corps and many individual members of the Department who were contacted both while on and off duty. We have attended sessions of the Traffic School and discussed the curriculum with its instructors. We have read reports submitted by Police Committees of former Grand Juries and note, with great interest, the recommendations made by them.

We shall try to set down our own recommendations in connection with this report; however, we must first commend the officers and men of the Department for the fine way in which they have conducted themselves during the past year under very adverse circumstances.

The following recommendations are made with the intent to assist the Department in its future operations and not merely as criticism for things that were, or, were not accomplished.

I. PERSONNEL:

Our observations throughout the Department uncovered many matters dealing with the personnel problems which should be remedied. The lack of promotional opportunity was reported by the 1965 Grand Jury and reported adequately. The factor of morale, or lack of morale, amongst the men of the Department is something which concerns your committee. Recruitment and retention of qualified men is something that must be considered.

Civil Service lists have been established at frequent intervals, however, these lists have not been able to supply the demands made of them. Added inducement must be considered. Retention of personnel is also one of the foremost difficulties facing us at this time.

We recommend that the factors of retirement, longevity, premium pay for overtime and premium pay for night duty be considered. In the area of retirement, it was brought to light that the Cities of Oakland and Los Angeles have more and better benefits. Since these are the only comparable jurisdictions, perhaps studies should be instituted with the idea in mind to bring us into line with them.

It is recommended that consideration be given to enlarging the Police Academy training staff and increase its potential. New York has a system where policemen can earn formal degrees, B.A., Masters, Doctorate in Police Science, etc., right in the Academy. The Department helps finance the program and arrange work schedules. (Civil Service now has a plan where you are reimbursed full expenses if

POLICE DEPARTMENT (continued)

I. PERSONNEL (Continued)

education helps in your present position and half if it helps for promotion.).

It is recommended that consideration be given to realigning the Police Department and significantly title the positions. Also, to base all positions up to and including Assistant Chief on a competitive examination alongwith an oral examination. It is felt that this will help in some degree to eliminate the feeling of "political overtones" in position appointments and reduce any existing undercurrent of passive resistance to established policies.

II. POLICE DOG PATROL UNIT.

In discussing the problems of this unit, which has built a very commendable reputation for itself, we have discovered an area where improvement is desired. Transportation for the unit is insufficient and we recommend that this matter be remedied. An answer to this and other transportation problems might be the establishment of a car pool so as to endeavor to make full use of all mobile equipment.

III. POLICE ATHLETIC LEAGUE.

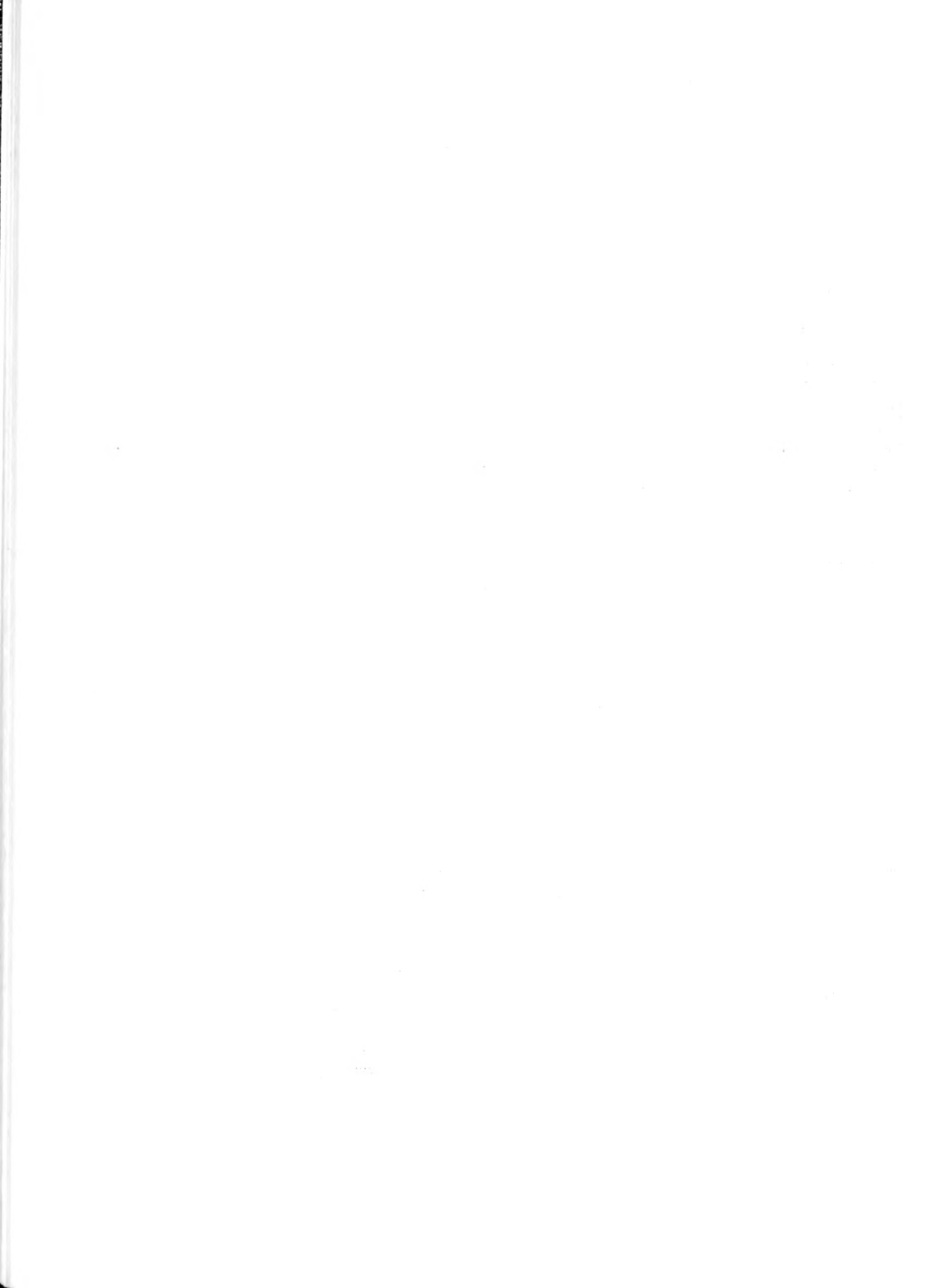
This organization, which has been operating successfully for several years, has contributed greatly to the youth of San Francisco. The officers of the Department who have worked diligently giving up off-duty time in applying themselves to this program are to be highly commended for the splendid results obtained. Hundreds of our youth have been helped by this program. It should be enlarged and supported by all of the people of our city.

IV. POLICE COMMISSION.

Representation on the Police Commission has been the subject for much comment in the past several months. This matter was continually mentioned to the members of your committee during the past year. We feel that the functions of the Commission would be greatly enhanced by a more diverse membership; such as, an appointee from the ranks of labor and from other segments of our community.

V. POLICE OFFICERS ASSOCIATION.

This organization represents most of the active members of the Police Department in the matter of basic working conditions, retirement and in all legislative matters. The officers and members of this organization have been helpful to your committee during our tenure as Grand Jurors. We wish to recognize this group for their help and urge closer cooperation between the Association and the administration of the Police Department.



POLICE DEPARTMENT (Continued)

VI. CORONER.

The entire 1966 Grand Jury, by the request of the Police Committee, was afforded the opportunity to visit and inspect the facilities of the Coroner's Office - this all important Office so capably managed and administered by Dr. Henry W. Turkel, M.D.

The primary purpose of this Department is to investigate the cause of death not having the personal attention of a licensed M.D., or any death with which violence may be attached. Dr. Turkel, and his staff, with the up-dated facilities provided in the New Hall of Justice, far excel the rest of the Coroner's offices throughout the United States.

No recommendation.

CONCLUSION:

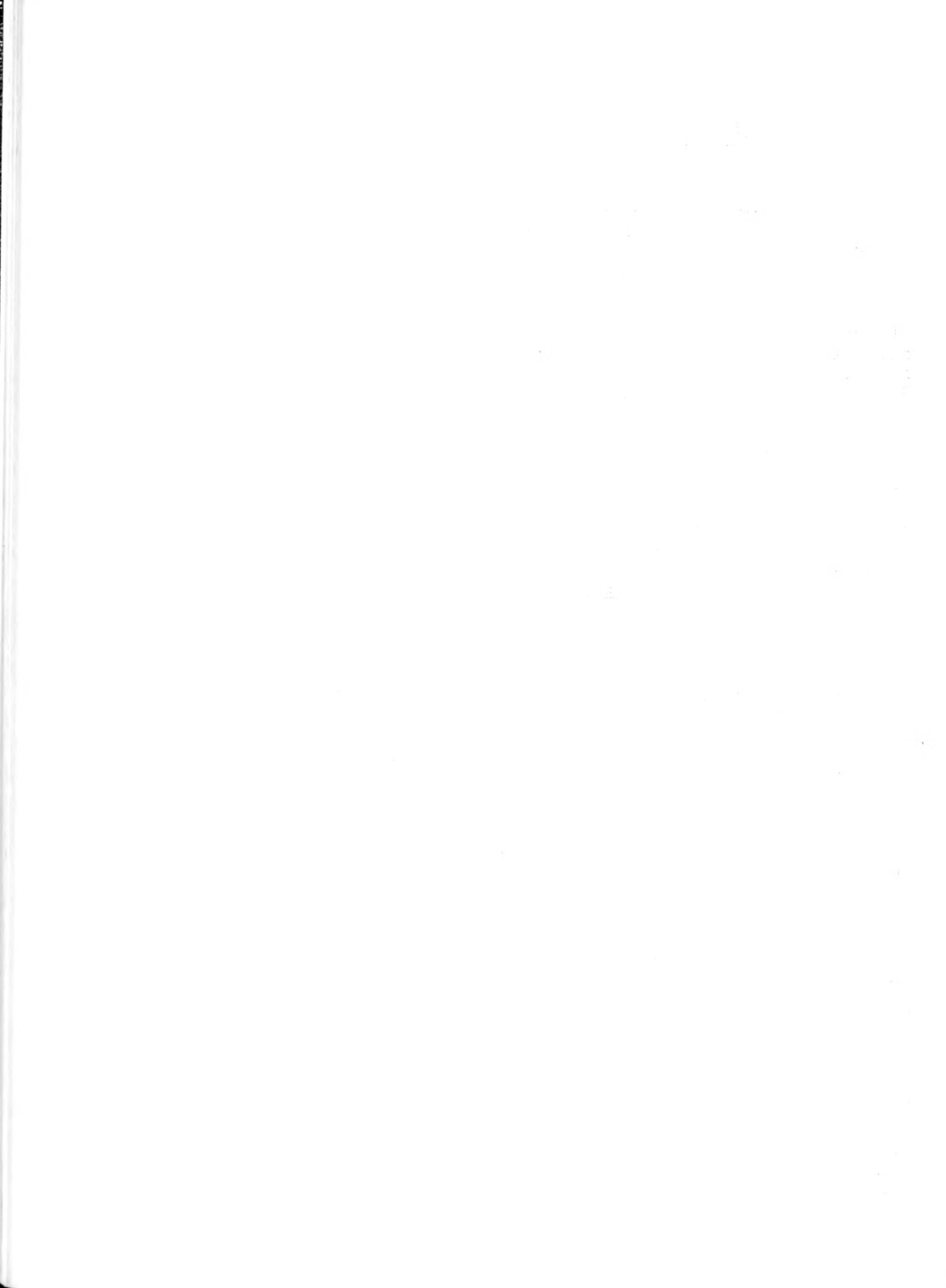
In times such as these when we are all aware of the rapidly rising crime rate which seems to be accompanied by a serious lack of respect for our fine Police Department; and, when all law abiding citizens are seeking a solution to this problem, perhaps it is timely to stop and see what can be done to develop a solution.

Perhaps one of the solutions would be to develop a different public image for our law enforcement personnel. Another would be to urge our legislative bodies to enact stronger vice laws with the purpose of curbing the wave of prostitution, petty vice, narcotics, and the wave of promiscuous nudity. To accomplish our purpose and to assure a chance for a return to dignity, we must urge all of our fellow citizens to support these dedicated public servants.

We have visited all of the District Stations and have discussed the problems briefly with the Captains commanding them and also with the Lieutenants, Sergeants and Patrolmen assigned thereto. It is apparent that several suggestions should be forthcoming as a result of our observations:

Central Station was moved to a "temporary" location at the time the New Hall of Justice was occupied in September 1961. It has remained in this "temporary" situation since that time. Plans have been drafted for a new Central Station but have been held up on several occasions and are still being held up awaiting decisions from the Parking Authority on a combination police unit and parking facility.

The Stations appear to be in need of refurbishing in most cases. The Captains, in our opinion, should be furnished with Departmental Transportation. These Captains are required to be on call twenty-four hours a day and it would seem that they should be furnished with proper transportation to make themselves available. A car, with a radio and other communication features, should be available to them at all times.



POLICE DEPARTMENT (Continued)

CONCLUSION (Continued)

It would also appear logical, at this time, to recommend that one-man radio cars be done away with and substitute in their place the two-man car. This would allow for greater and more effective protection of citizens in the various districts, as well as to provide for at least two men in the event of emergency situations such as what has happened in the Fillmore and Potrero areas. Two men could, in our opinion, handle most situations without making it necessary for additional personnel to be summoned.

One of the most prevalent gripes in the Stations is the so-called "assignment of personnel" from the Stations to "specialized details," thereby, leaving the districts with skeleton coverage for the people they must serve while these "specialized details" are in operation.

It would also appear that more men should be kept in the uniformed force and that the problem of community relations, which is usually a district function, be placed in the hands of the District Commander. We recommend that the men assigned to Community Relations be put in uniform and assigned to the District where they can be available to perform when needed.

We wish to commend the San Francisco Police Department, as a whole, officers and men, for their part in effectively handling the recent civil disturbances in San Francisco. It is to be noted that injuries and property damage was kept to a minimum in bringing these disturbances to a conclusion and in a record short period of time.

Thomas W. Handley

James Topolos.

Jim Rourke, Chairman

REDEVELOPMENT AGENCY.

The 1965 Grand Jury, as in the case of the Housing Authority, determined that it had no investigative powers in connection with the Redevelopment Agency because of the repeal of Section 933 of the Penal Code by the State Legislature in 1959. However, Mr. M. Justin Herman, Executive Director, kindly cooperated with this Grand Jury Committee in a review of the activities of the Agency. Committee Members met with Mr. Herman on several occasions, and also attended meetings of Members of the Agency.

In the interim since its inception in 1948, the Redevelopment Agency acquired all of the land involved in the Western Addition Area A-1 Project and has resold all of the property to redevelopers. Many fine developments have been, or are, being completed in the area. Among these developments, are the new Saint Mary's Cathedral complex, the extensive Japanese Cultural and Trade Center, and a number of apartment projects, such as the Carillon, Martin Luther Tower, Midtown Park, Saint Francis Square, and Cathedral Hill.

Likewise, all of the properties involved in the outstanding Golden Gateway Project have been sold to redevelopers. Four tower apartment buildings have been completed. The apartment phase of the development, when completed, will have a total of 2,191 residential units. The 24 story Alcoa Office Building, with public parking facilities for 1,300 cars, is well along in the process of construction. A joint venture, composed of David Rockefeller and several other interests, this year purchased the remaining land in this project-370,000 square feet at the price of \$11,572,000. A huge office, commercial, entertainment, and parking complex is planned.

The Diamond Heights redevelopment project, consisting of some 330 acres, and located almost in the center of San Francisco, is becoming an excellent residential area. Over 400 families now live in the project and 70 per cent of the land has been sold to redevelopers. The relocation of families was not a problem as this area was practically undeveloped.

The redevelopment plan for Western Addition Area A-2 was adopted by the Agency Members and the Board of Supervisors during 1964. Acquisition of the properties involved will soon commence. It will be necessary to relocate many residents and small businesses in the area. To the end that there will be a minimum of disruption, the Agency has printed handsome and instructive brochures to be made available respectively to the residents and the businesses and organizations in the area. These brochures explain in easily understandable terms the facts regarding the projects and how the present residents and businesses will be affected.

REDEVELOPMENT AGENCY. (Continued)

The Yerba Buena Center development project has been approved and acquisition of the properties involved are in the planning state. This South of Market project will have an area of 87 acres.

Other areas planned, or under consideration, for redevelopment by the Redevelopment Agency are in the Hunter's Point and Rutchertown area, and the Rapid Transit Corridor in the inner Mission District.

Probably, one of the biggest problems in connection with the redevelopment program is the providing of moderate cost housing to accommodate the needs of the low income groups. The cost of the land, plus present day building cost, would seem to make such housing extremely difficult, if not impossible, to provide without rent supplements or some other form of subsidy. The Grand Jury Committee feels that the Agency is very conscious of the rental factor in providing housing for the lower income groups and is doing all possible to find a feasible solution.

Although redevelopment programs by their very nature, in many instances, take on a controversial aspect, the Committee believes the Agency has met the issues that have arisen along these lines with dignity and understanding.

In closing, the Committee wishes to commend the Members of the Agency and its Executive Director, Mr. M. Justin Herman, for their capable handling of the redevelopment program.

DEPARTMENT OF CITY PLANNING.

The Department of City Planning is headed by a Commission composed of five members appointed by the Mayor. The Chief Administrative Officer, Mr. Thomas Mellon, and the Manager of Utilities, Mr. James K. Carr, are ex-officio members. The current Commission members are outstanding citizens who unselfishly devote a great deal of their time to their duties and responsibilities.

Planning Director James R. Mc Carthy resigned on October 1st, after serving a term of eight years. He was a capable planner and, as such, introduced many excellent plans and proposals for the betterment of San Francisco. Upon the retirement of Mr. Mc Carthy, Assistant Planning Director, Edward Murphy was named Acting Planning Director. The Commission is seeking an outstanding City Planner to fill the Director's position on a permanent basis. During the year, the Commission filled the long vacant position of Chief Planner by the appointment of Mr. Joseph P. Barnwell.

DEPARTMENT OF CITY PLANNING (Continued)

Major projects now receiving the consideration of the Planning Department staff and the Commission are:

Market Street Design which concerns the conformation of the roadway and sidewalks and the design of the street and subway station plazas; Downtown Zoning (C-3) related to the Market Street Design program but affecting the private sphere of downtown growth and development by the improvement and refinement of the existing City Planning Code; Northern Waterfront Development Plan initiated by the Planning Commission and the Port Authority in 1965 to explore the physical and economic development of the waterfront from Aquatic Park to China Basin; Report on the Master Plan which will explain the purposes of the Plan and the goals and objectives which it represents; and the Hunter's Point - Bayview Area Plan which concerns the physical planning of this under-developed area

Another major project is the Capital Improvement Program and Annual Development Program designed to create a capital improvement schedule that will coordinate all bond issue proposals and establish priorities. This program will represent the combined efforts of the City Planning Commission and the Capital Improvement Advisory Committee.

Members of the Grand Jury Committee have had discussions with Planning Director Mc Carthy and his successor, Acting Director Murphy, and have also attended meetings of the Planning Commission. These meetings were found to be very instructive and interesting, and pointed up the fact that the Commission very ably disposes of the many and varied matters which comes before it.

It is our understanding that the suggestions and recommendations regarding the Department of City Planning as contained in the John F. Forbes and Company Report, issued in December of 1965, have been substantially complied with.

While the Committee has no specific recommendations to make regarding the Department of City Planning, it does wish to call attention to the inadequate quarters occupied by the Department. Because of a lack of space in the building it occupies at 100 Larkin Street, the Planning Division has found it necessary to occupy space in the building at 1212 Market Street to accommodate a part of its facilities with a resulting loss of a degree of efficiency. It is hoped that the Department will be provided with adequate and modern quarters in the not too distant future.

ART COMMISSION.

Under the provisions of the City Charter, San Francisco was provided with an Art Commission in 1932.

The Commission consists of 10 members appointed by the Mayor, and six ex-officio members. The Charter states that the 10 member Commission must be made up of three laymen, an artist-painter, an artist-sculptor, a musician, a litterateur, two architects, and a landscape architect. All are appointed for five year terms.

The ex-officio members are the Mayor, and the Chairmen of the Boards and/or Commissions of the Public Library, Recreation-Park, City Planning, H.M. de Young Museum, and the California Palace of the Legion of Honor.

Since its inception, the Art Commission has done much for the beautification and culture of the City. It sponsors the San Francisco "Pops" Symphony Orchestra, the unique free outdoor Arts Festival, the San Francisco Civic Chorale, and other projects. The sixteenth season (1966) of the Symphony Orchestra, under the able leadership of Guest Conductor Arthur Fiedler, drew the usual thousands of enthusiastic music lovers to the nine performances. The twentieth annual Art Festival held on the Fulton Street Mall, and a portion of the Civic Center, from September 28th, to October 2nd, was undoubtedly the finest and largest since its origin. In line with its custom the Art Commission expended \$4,990 for Purchase Prizes of art exhibits shown at the Festival and selected by the jury recommended by the Commission.

In general, the Charter gives the Art Commission jurisdiction over all City appropriations for art and music (but leaves the museums to run themselves), and the right to approve or disapprove the design of any city structure, together with its location, and also jurisdiction over the design of private structures emerging onto city property. The acquisition of any art work for the City (except for museums) is also within the jurisdiction of the Commission.

It is our understanding that the Art Commission has carried out the recommendations regarding the cataloging of art objects as set forth in the John F. Forbes and Company report, dated December 31, 1965.

The members of the Art Commission give generously of their time to serve on the Commission and its several committees. This Grand Jury Committee feels that the Commission is carrying out its responsibilities, as provided in the Charter, in a commendable manner.

ART COMMISSION (continued)

MEMORIAL: In closing this report we wish to pay tribute to the memory of Joseph H. Dyer, Jr., Secretary of the Commission, recently deceased. Mr. Dyer has been very effective in handling the affairs of the Art Commission and his work will be long remembered. We join with his many friends, in public and private life, in a lasting testimonial to a loyal public servant and an outstanding citizen of San Francisco.

Jim Rourke

Edward G. Zelinsky

Raymond W. Rivers, Chairman

PARKING AUTHORITY

The members of this Committee have attended meetings of the Parking Authority and have had discussions with its former director, Vining T. Fisher, and his successor, Acting Director Arthur S. Becker. Also, the Committee members have reviewed the minutes and reports of the Authority in order to better understand and familiarize themselves with its activities and functions.

The Parking Authority of the City and County of San Francisco, established in 1949, consists of five members appointed by the Mayor and subject to the approval of the Board of Supervisors. Their terms are for a period of four years. The capable members of the Authority at the present time represent a well-balanced cross section of business and professional people. The Acting Director, Mr. Becker, is well qualified for his position by virtue of his business experience and his having served as a member of the Authority for five years prior to the retirement of Mr. Fisher as Director. The Authority has operated on an average annual budget of \$41,990 during the past ten years - a very modest figure considering the activity and the accomplishments of the Authority.

The Authority is responsible for advising the Mayor and the Board of Supervisors on matters pertaining to the off-street parking program and, where required, it acts as agent for the City and County in carrying out off-street parking projects approved by the City Administration. Included in the Authority's functions are recommendatory and investigative work in connection with new off-street parking facilities throughout the City, and to make recommendations to the Mayor and the Board of Supervisors regarding parking rates and charges and operational procedures in effect at each of the off-street parking facilities for which it is responsible.

Since the establishment of the Parking Authority in 1949, over 31,000 parking stalls have been provided in off-street parking projects. These figures include the Golden Gateway and Japanese Cultural Center projects scheduled for completion by the end of 1966. Financing and construction by private enterprise accounts for close to 19,000 of the stalls. Public co-operation with private enterprise to provide off-street parking by public provision of garage sites and private provision of the construction financing is accountable for approximately

PARKING AUTHORITY (continued)

11,000 of the completed stalls. Direct public financing and construction, including site acquisition where private construction was not or could not be undertaken, has provided some 1,500 stalls, including those presently under development. It might be noted that although the Parking Authority policy and program formulated in 1950 provide for the operation of completed facilities, if required, it has not been found necessary at any time to resort to public operation of any of the parking facilities. In all cases operation has been handled by private lessees.

Under the basic parking program adopted by the Parking Authority on August 31, 1961, neighborhood shopping districts of the City will be a major addition to parking facilities provided under the category of direct public financing and construction. The program comprises 21 public parking lots and four public parking garages in 15 neighborhood shopping districts, with a total capacity of 923 parking stalls. Estimated cost of this program is \$4,549,631. The City Controller has estimated that the basic program can be financed in its entirety from monies now on deposit in the Authority's "Off-Street Parking Fund," plus the estimated increments which will be realized up to July 1, 1967. These funds are accruing from parking-meter revenue at the rate of approximately \$525,000 a year.

Thus far, the Neighborhood Program has resulted in the establishment of eleven strategically located off-street parking areas in congested neighborhood shopping districts, with a total of 293 parking stalls. Six other facilities are either under study and consideration or are in the process of site acquisition. While this very worthwhile program represents numerically only a fraction of the off-street parking stalls involved in the overall picture in the City, the Authority is to be commended for its active and continuing interest in furthering the establishment of parking facilities in the neighborhood shopping districts.

In conclusion, this Committee wishes to commend the Authority for the highly efficient manner in which it has carried out its obligations and functions. We feel well assured that the Authority will continue its very important role in providing off-street parking facilities in keeping with the ever-increasing demands being imposed by the growth of automobile traffic in both the downtown and the neighborhood district areas.

Jim Rourke

Edward G. Zelinsky

Raymond W. Rivers, Chairman

HOUSING AUTHORITY

The 1965 Grand Jury in its final report advised that it did not review or investigate the activities of the Housing Authority of the City and County of San Francisco due to the fact that the investigative powers of the Jury, which had been provided for in Section 933 of the Penal Code, were rescinded by the California State Legislature in the year 1959.

Shortly after this Jury was impaneled, Eneas Kane, Executive Director of the Authority, suggested to Mayor Shelley that, although the law no longer provided for an annual review and investigation of the activities of the Authority, it was the opinion of the Authority's Commissioners and himself that in the best interests of the public and the Authority itself its operation should receive the annual attention of the Grand Jury. Mayor Shelley concurred with Mr. Kane's suggestion, and invited the Grand Jury to continue its practice of making an annual review and report on the activities of the Authority.

The Housing Authority was established on April 18, 1938, under the provisions of the Housing Act of 1937. It is unique in that it is sponsored by the City, State, and Federal Public Housing Administrations.

Members of this Committee have had several meetings with Executive Director Kane, and have attended meetings of the Commissioners. In addition, the minutes of the regularly scheduled meetings have been read with much interest and have served to acquaint us with the scope of its activities and functions. The Authority is composed of five Commissioners appointed by the Mayor. The current Commissioners are dedicated men who give much of their time to the fulfillment of their responsibilities in connection with its program to provide modern, clean, low-rent homes for families and elderly single people with low income.

Executive Director Kane is responsible for effectively carrying out the basic policies established by the Commission, and for the general administration of the Authority's affairs. In our opinion, Mr. Kane has ably and efficiently conducted the duties of his position. The Committee is impressed with the business-like manner in which he administers the numerous functions under his jurisdiction.

HOUSING AUTHORITY (continued)

The Housing Authority is presently responsible for the operation and maintenance of 20 permanent housing projects with a total of over 5,600 units, and four temporary projects totaling approximately 1,900 units. Several projects in the planning stage or under consideration will add many more apartments for senior citizens and low-income families. Federal funds have recently been allotted, which will enable the Authority to set up a program of subsidized public housing. Under the program, low-income families and elderly persons will be able to rent apartments in privately owned buildings at the same rate as City-owned public housing, with the Federal Government paying the additional costs. The program provides that no more than 10% of the units in any one apartment building can be used for public housing. The plan is voluntary and no property owner will be compelled to accept public-housing tenants.

A major problem confronting the Authority is the lack of funds to combat "structural obsolescence" in the older buildings, some of which were built in 1939. Apparently no provision has been made by previous Commissions for correction of deferred maintenance or obsolescence factors, hence an emergency situation has developed which will require a considerable expenditure. The Authority has, by resolution, requested that the Federal Government appropriate the necessary funds to eliminate the sizable problem with which it is faced.

As a matter of interest, it might be noted that the Housing Authority has made cumulative payments to the City in lieu of taxes in an amount in excess of six million dollars since 1942.

The Committee commends the Housing Authority for its fine record of community service and the efficient manner in which it is handling the public-housing program. We believe the Authority is one of the most outstanding housing agencies in the country.

Jim Rourke

Edward G. Zelinsky

Raymond W. Rivers, Chairman

SAN FRANCISCO WATER DEPARTMENT

HETCH HETCHY WATER SUPPLY POWER PROJECT

The San Francisco Public Utilities Commission supervises a water supply system that now produces over 212 million gallons of water daily - with a system peak of over 300 million gallons daily - for approximately 2,000,000 people in San Francisco and parts of Alameda, Santa Clara, and San Mateo Counties.

The Commission also operates an expanding hydro-electric power system which now generates approximately 2,000,000,000 kilowatt hours of electrical energy annually in four plants. This provides electrical energy for municipal uses, two irrigation districts, and several industrial customers.

Of the 69,000 acres the City owns in seven counties, more than 34,000 acres of these lands are leased out bringing in substantial income.

San Francisco Water Department and Hetch Hetchy is a self-supporting municipal utility. Income from sales of water power and miscellaneous sources exceed \$30 million annually. No water-borne disease has ever been traced to this supply and water use has never been restricted nor rationed.

Plans of the California Highway Commission to build a freeway or highway through the Crystal Springs Reservoir watershed along the water's edge should be avoided in order to minimize the hazard of pollution to a water supply serving San Francisco and adjoining counties. It is the opinion of nationally known water experts, State of California Department of Health, the Federal Water Pollution Administration, and the Mayor of San Francisco that from the standpoint of water quality, the most satisfactory route for the Junipero Serra Freeway, south of Ralston Avenue, would be on the high route along the eastern edge of the property of the San Francisco Water Department. It is the hope of this Committee that every means be taken to avoid in even the slightest degree any possibility which could adversely affect the water supply of this great metropolitan area.

Of the 160,821 meters in the Water Department, only about 6,000 to 7,000 are inspected, repaired, or replaced each year. It is a known fact that an old or worn meter will not accurately

SAN FRANCISCO WATER DEPARTMENT (continued)

register all the water that goes through it. It is the hope of this Committee and the Water Department that personnel be hired to increase inspection of at least 9,000 meters a year, which would in a short time prove to be a profit to the Water Department.

Leonard V. Jones

Raymond W. Rivers

Bernard S. Gordon, Chairman

SAN FRANCISCO INTERNATIONAL AIRPORT

San Francisco International Airport, located in San Mateo County, owns approximately 5,200 acres, of which 2,200 acres have been developed for commercial aviation use and the remaining 3,000 acres, mostly tidelands, dedicated to arriving and departing aircraft and future expansion.

San Francisco International Airport is the commercial aviation center for all of Northern California, serving a population of nearly 7,000,000. In air passengers and freight volume, it ranks fourth among the Nation's airports, after Chicago, New York, and Los Angeles, in that order. As one of the largest centers of employment, San Francisco International Airport is a formidable economic force in the Bay Region, and ranks as the most important of its basic industries. Approximately 25,000 workers, earning over \$200,000,000 annually, have jobs which are related directly to air transportation at San Francisco International Airport.

Convenient and efficient transportation has always been a necessary element of industrial success. The growth of the San Francisco International Airport over the last decade has been phenomenal and acts as a lure which has attracted many new industries to the Bay Region. In the past ten years, use of the airport by air passengers has been trebled, and air freight tonnage has increased over 500%.

San Francisco International Airport has been self-supporting for the past nine years. Revenues have been sufficient to pay all expenses, including interest and redemption of bonds; surplus monies have been used for improvement and expansion. Mr. Carr, his staff, and the manager of the airport, Mr. George Hansen, and his staff, are doing an excellent job on one of the outstanding airports in the country.

It was most regrettable that the Airport Bond Issue was defeated by a very narrow margin. It is the hope of this Committee that a City Charter amendment be on the ballot this coming June to allow bonds to be used for airport construction.

Leonard V. Jones

Raymond W. Rivers

Bernard Gordon, Chairman



MUNICIPAL RAILWAY

San Francisco will be paying out close to \$9,000,000 this year to cover the cost of operating the Municipal Railway System. The Municipal Railway is the only one of the Public Utilities operating departments sustaining a loss year after year

Approximately 680,000 daily passengers are transported over 700 round-trip miles of routes, utilizing 833 vehicles on 61 transit lines. To carry out this operation efficiently requires 2,672 men and women employees to operate the streetcars, cable cars, trolley and motor coaches of the transit system.

San Francisco has nearly the highest per capita transit riding habit in the United States. This is due partly to the high population density and the fact that nearly nine out of ten people live within two blocks of one of the 61 convenient Municipal Railway lines.

With the exception of the cable car system, the Municipal Railway is in a deplorable condition, practically all motor coaches and streetcars need replacing. Car barns and repair shops in most cases are in shabby disrepair. Interim measures will be necessary until such time as some form of financing can be successfully passed.

It is questionable that the voters in the last election understood the proposed changes in the City Charter which would have lifted the restriction of the 3/4 of 1% in the tax rate for capitol improvements and new equipment. Municipal Railway buses and rail equipment urgently need replacing. The policy of handling a deficit utility because it is a deficit company seems to be disadvantageous and unfair.

RECOMMENDATION:

We believe that the Municipal Railway should be less of a drain on the taxpayers of the City. This can only be obtained by increasing the fares to 20 cents or even 25 cents, which would entirely relieve the City of any subsidy. Many cities throughout the Nation have raised fares and it has been found that passenger traffic has dropped off the first year, but that thereafter normal traffic was resumed at the higher fare.

Leonard V. Jones

Raymond W. Rivers

Bernard Gordon, Chairman

HEALTH DEPARTMENT

Public health is a community-centered service which recognizes the community as a unit, not merely an aggregate of people, an entity different from every other community, just as every individual is different from his neighbor. The cost of care for the indigent has increased in proportion just as it has for those who are able to pay their own way privately. This Committee feels that our citizens have the desire and compassion to give the indigent ill and aged the best possible care available, but they also have the right to expect that their tax dollars are well spent in every sense of the word. This applies to hospital administration as well as the field of medicine. The administrator today must be equipped to meet the ever-changing trends to provide the new services needed and to administer programs with skill, knowledge, and training plus sound business know how. There are certain critical areas in the Health Department which will be discussed in detail later on in this report.

San Francisco General Hospital

Medical emergencies that are unpredictable can and do arise. Major fires, earthquakes, explosions, etc., cause serious injury to scores of people who require emergency treatment. Certain kinds of drugs or medical supplies may be required in large quantities immediately and in advance of purchase orders. Receipt of these supplies is of an immediate nature with no delays. To remedy this situation it is suggested that consideration be given to establishing an emergency revolving fund, or revising the fund allotment procedures, to enable the purchase of emergency medical supplies without violating established purchasing and fiscal procedures. If this is not practical, Section 10 of the Annual Appropriation Ordinance provides for a compensation reserve fund.

Annually into this fund are transferred amounts of money from the various departments of the City government when positions are vacated during the fiscal year and cannot be filled, or when positions are vacated and are refilled at the entrance salary which is lower than the amount budgeted for the position. During the fiscal year 1965-1966, the San Francisco General Hospital lost to the compensation reserve fund an amount in excess of \$400,000.

It is the understanding of this Committee that attempts have been made on many occasions to have salary surpluses, which develop in large departments such as the Health Department, transferred into a fund which would permit these monies to be available for use within the affected departments as emergencies arise. Attempts to establish such funds have not been successful. It would be extremely helpful to large operating departments or institutions, such as San Francisco

HEALTH DEPARTMENT (continued)

General and Laguna Honda Hospitals, to have funds which have accrued in the personal service accounts allocated to a previously mentioned special fund, which they could then use under certain conditions that would be set forth at the time the fund was established. In this way, unusual expenditures caused by an unforeseen emergency, or inflationary prices, could be met without going through the difficult process of requesting the necessary funds from the Board of Supervisors.

An excessive amount of supplemental budget requests occur during a fiscal year which this Committee feels can be reduced. Hospital budgets are prepared by people familiar in all details with the needs for supplies, personnel, and equipment. These items are not just picked out of the air, but are thought out, studied, and discussed, and with experience of many years behind them are then placed in the budget. When the budget hearings are held at the various levels of city government, many items are cut out by individuals who have no medical background without allowing hospital personnel sufficient time or real opportunity to justify those requests. When we mention this we are not including those department heads who have a tendency to be empire builders.

A program of preventative maintenance as it applies to electronic equipment, resuscitators, and other vital equipment used in the treatment of patients is of importance. A hospital maintenance crew could be established to provide continued maintenance of various types of equipment, thus preventing the delays encountered from breakdown maintenance. This same crew could be rotated by the month to Laguna Honda Hospital for the same purpose.

There is a very definite need for a Counselor in Mental Health in the San Francisco General Hospital. The purpose of the Counselor is to act for the "best interest and protection of an alleged mentally ill person" by seeing that he is brought to the attention of the proper agencies of the Mental Health Services for psychiatric treatment without delay, under a legal framework which will completely protect all of his legal and civil rights. All Superior Court judges have agreed to this need. This Counselor, under the supervision and direction of the Judge of the Psychiatric Court, should tend to make and keep San Francisco a place where a person will receive the maximum professional care by the medical profession with the maximum protection of his legal and civil rights under the law.

Consideration should be given to the establishment of a separate security ward for those patients charged with or guilty of criminal acts. At present, these people are placed in wards with others who are not criminals and/or not charged with any criminal act. The guarding of these criminals by law enforcement personnel while still in the ward with non-criminals certainly does not improve the morale of the others. In fact, it has just the opposite effect. This

HEALTH DEPARTMENT (continued)

security ward will no doubt also act as a deterrent for those who have escape in mind.

During the past year many significant changes occurred in Community Mental Health Services. These changes in personnel and program resulted in improved services for those patients with mental problems. Prior to these changes, a patient was examined on the first or second day and treatment recommended. Patients were then locked in dormitories with infrequent visits by nurses - cared for largely by orderlies. Overcrowded conditions prevailed to such an extent that only about 10% of the patients received the proper medical treatment. The policy existing then apparently resulted in the fact that many patients were simply held in custody, and treatment withheld prior to being sent to a state hospital. At their court hearing in the General Hospital, they naturally presented a very pitiful sight in hospital attire and overtly psychotic.

With the introduction of the new type of treatment and the adoption of a philosophy that all patients present were deserving of treatment, and that treatment was to be rendered locally, conditions started to improve. First, the patient is given his or her own clothes to wear at all times, a natural morale booster. Laundry facilities are provided for the patients' clothes. New patients are being spread out to many wards in order to receive maximum treatment. One full-time psychiatrist is assigned for each three wards, with a resident physician to assist him plus the services of one-half an intern. Psychiatric wards consist of two predominately male with a 24 and 25-bed capacity, and one exclusively female with a 25-bed capacity. In addition, there are two mixed wards of 24-bed capacity each which are available, but low salary levels are not conducive to attracting physicians necessary to staff them. It should be pointed out very emphatically that male and female areas are separated by 60 feet of hallway in one ward and by about 100 feet of hallway in the other ward. It should also be pointed out that nursing stations are located in each hallway between the patient areas.

Instead of the previous condition of severely overcrowded observation wards and the slow-paced treatment wards, we now have three intensive treatment wards. This results in a greater equalization of the clinical load and improved treatment for each patient. Since the introduction of this new philosophy of screening, prescribing medication, and referring them as out-patients, fewer patients are now being admitted. This eliminates in a lot of cases the necessity of becoming patients in the hospital which in turn results in a reduction of expenditures and cost to the City. As an example, an in-patient cost per day is \$47.57 contrasted with an out-patient receiving medication and consultation cost of approximately \$16.67 per visit. There has been a 15% decrease in the number of patients in the observation wards and a 20% increase in the treatment wards.

HEALTH DEPARTMENT (continued)

Another very significant indicator is the fact that 700 less patients were admitted during the period June 1965 to June 1966, and the number of patients committed by the Court to state hospitals reached an all-time low of 26 in May 1966. The morale, teamwork, cooperation, and understanding of the personnel involved in treating the mentally ill patients today is truly outstanding. This Committee feels that the Program Chief of the Mental Health Services of the San Francisco Department of Health and his staff should be commended for the improved methods now in use for treating the mentally ill.

A very critical problem in the Health Department is the development of a realistic program for alcoholism in San Francisco. It has taken many years for the medical profession and businessmen to realize that alcoholism is a disease. It is now a recognized fact. San Francisco is said to have gained a position of supremacy in the number of problem drinkers residing here. We are now referred to as "the drinkingest city in the Nation." In the year 1965 there were 26,490 drunk arrests, and it cost the community \$800,000 to process these arrests. A careful study of the visible alcoholic has been made by the Health Department, and it was found that there are 363 alcoholics in the City who were responsible for 25%, or 6,500 of the 26,490 drunk arrests in 1965. Furthermore, these individuals served an average of 150 days in jail during the year, and an additional 100 days in the hospital. This group, besides occupying a considerable portion of the courts', police and sheriff's time, is responsible for a large number of in-patients to the General Hospital and to the psychiatric division. In an attempt to remedy this situation, it is planned to have an "Acute Detoxification Unit" on the medical services at General Hospital go into operation in November of this year. As these people are brought in, either to the hospital or by way of the courts to the hospital, they will be detoxified for their alcoholism and given a complete medical examination. They will then be transferred for the permanent type of medical care with a strong psychiatric program to the Hassler Hospital in Redwood City. It is also planned to gradually transfer the chronically ill patients from Hassler Hospital to Laguna Honda Hospital, and convert Hassler to a facility for the long-term treatment of alcoholics. It is estimated that 400 individuals could be cared for at Hassler.

In July, 1964, a giant forward step was taken in this City in the fight against alcoholism with the inauguration of a School for Alcoholism Prevention. This school is conducted every Wednesday night from 7:30 P.M. to 8:30 P.M. in the Hall of Justice. When individuals arrested for drunkenness appear before the Court, the plea is usually guilty. If the judge determines that the individual may benefit from the school he generally imposes a sentence of probation on condition that the defendant attend the school for the following four successive Wednesday evenings. The school has an outstanding record of achievement: 69% of those who attended the four sessions

HEALTH DEPARTMENT (continued)

have not been re-arrested. It is estimated that during the time the school has been in operation it has saved approximately \$400,000 in tax money. The school has proved an educational experience and a step toward rehabilitation. For the first time in several years, statistics indicate a reduction in the number of arrests for drunkenness. Although it cannot be stated with any certainty that the declining number of arrests is the result of the operation of the school, it is felt that the school has provided the principal incentive for the substantial reduction in arrests. It is the feeling of this Committee that if a certain San Francisco Superior Court Judge in 1964 had not been so sensitive to the futility of the previous practice of jail-drunk-jail cycle we would not have the School for Alcoholism Prevention today.

District Health Centers

Prior to January, 1966, there were nine district health centers in operation, and each one of them was not properly designed or arranged to permit efficient operation for either the assigned personnel or the public. Some were and still are in rented facilities (former stores) which are in such physical condition that they are continual hazards to the personnel and the public. After several years of study, a true health center plan was accepted by the Board of Supervisors in 1960, and a plan to build one health center per year for five years was established. This plan divided the City into five areas with common social, cultural, economic, medical and emotional problems. All of the basic health services are to be provided, with the addition of special programs in each district according to its needs. Under the Hill-Burton-Hill Harris Acts, the City each year makes application for Federal and State funds, in which the Federal Government will pay one-third of the construction costs, the State one-third, and the City one-third plus the cost of land acquisition for each of the five new health centers.

The first of these was opened in January, 1966, at 17th and Pond Streets, serving the Eureka, Noe, Mission areas.

District Health Center #2, located at Ellis and Pierce, is under construction with completion expected in early 1967. This Committee, after inspecting this building and the surrounding area, is of the firm opinion that additional parking space should be provided. At the present time, there are two lots on Ellis Street near Pierce that contain two decrepit-looking dwellings that butt up against the Health Center building. The outlook from within the buildings is very depressing and has a tendency to shut out light. It is our firm recommendation that the two dwellings be condemned and the property acquired by the Health Department for parking facilities. This will also improve the outward appearance of the Health Center and was part of the minimal space requirement under the Hill-Burton grant of funds.

HEALTH DEPARTMENT (continued)

Health Center #3 is under construction at Barneveld and Silver Avenues with completion expected in the first quarter of 1967.

Health Center #4 will be located somewhere in the Chinatown-North Beach area. This is an area of the greatest need for health care in the City. There are social, medical, emotional and economic problems compounded by multiple bilingual barriers since they involve the Chinese, Filipino, Latin American, Italian and others. A special application for $3\frac{1}{2}$ million dollars of Federal funds has been made to provide clinic services for these people. Action is expected by Washington in December, 1966.

Health Center #5 exists now and serves the Sunset-Richmond areas, but plans for a new health center are under development. It will be located on 24th Avenue between Irving and Judah Streets, and \$370,000 of Federal and State funds have been granted for construction.

The consolidation of the present nine centers into the five new larger centers will make possible many improvements in the services now provided to our citizens. It will permit the expansion of present progress and add new ones as required.

Laguna Honda Hospital

This is an accredited hospital rendering care in the special field of geriatrics, chronic illness and rehabilitation. It has a bed capacity of 1,835, with an average of 1,500 patients most of the time. Work force consists of 950. With the implementation of the Federal Law - Medicare and the State Law, Calmap - physicians at the hospital for the first time may bill the patient directly for their services. Meanwhile, legislation has been submitted to the Board of Supervisors to legalize this billing procedure. The required paperwork due to the introduction of both Federal and State laws has assumed great proportions. Sufficient clerical and accounting staff must be provided if individual billing of patients is required. The same situation is true with regard to the clerical load being placed on the nursing staff. Doctors have always relied on nurses to perform the paperwork involved in caring for patients. This situation could be relieved by the employment of ward clerks trained for this work.

A critical area is the laundry. Although located in a well-constructed building with modern machinery, it has never been properly staffed with Civil Service personnel. It turns out about five million pounds of bed linen, dresses, coats, pants, shorts, etc. annually. Fourteen patient positions are authorized, but only six or eight show up with any degree of regularity. Most of these men are alcoholics. It is suggested that four additional Civil Service employees be assigned to the laundry to avoid this constant problem.

HEALTH DEPARTMENT (continued)

The hospital operates a very efficient and clean butcher shop which services San Francisco General Hospital, Laguna Honda, Hassler, Juvenile Hall and the Log Cabin Ranch. Laguna Honda only charges these other institutions for the actual cost of the meat and absorbs the cost of staffing and operating the shop as well as the loss due to shrinkage. It is recommended that different procedures be established whereby each institution bear their full share of the operation costs plus their meat costs.

Another very critical area and one that is most important is the lack of security guards. In reviewing the 1966-1967 budget, it was noted that a request was made for three full-time guards, but it was deleted. This committee feels very deeply about the lack of security in this hospital for many reasons. At present, the only security - if it can be called that - is provided by one unarmed regular watchman from 4 P.M. to Midnight five nights a week. On the other two nights, his place is taken by an unarmed male supervisor of ambulatory patients. These two men escort the nurses to the main gate at night as there have been attacks made in the past. These attacks could occur at any time, and it is extremely fortunate that they have not. In addition to the foregoing danger, unauthorized persons have been seen prowling the parking areas during the night, breaking into cars, deflating tires and other acts of vandalism. Hospital supplies and equipment, including considerable linen, have been and still are stolen, the value of which probably runs into thousands of dollars. As late as July, 1966, the following items were stolen within a period of two months: 2 new coffee tables, 3 new coffee pots, 8 vinyl-covered chairs, and 2 TV sets belonging to patients. The present practice of one unarmed regular watchmen from 4 P.M. to Midnight is impractical, inefficient and impossible to properly protect personnel and property. We specifically recommend that immediate steps be taken to provide the necessary funds to obtain three armed security guards. We suggest consultation with private detective agencies to determine the most economical and efficient manner to handle this situation. Whatever the cost may prove to be, we feel that it will be more than offset by the savings incurred through the elimination of stolen goods, to say nothing of the feeling of protection afforded the personnel. Another point that may be considered to eliminate the possibility of stolen items being removed from the grounds in the trunk compartments of automobiles is to put an efficient and sober man on the auto gate. All employees could then be asked to sign a card permitting the gate man to inspect the trunk compartment of every car leaving the grounds.

Arrangements have now been completed by the Administrator to establish armed car pick up and delivery service of cash to and from certain banks. This service is being provided on a twice-weekly basis at no cost to the City.

HEALTH DEPARTMENT (continued)

It is the opinion of this Committee that the Laguna Honda Hospital is a well run, clean and efficient institution. The physical plant is in good condition and well maintained. They have competent and dedicated personnel in key positions and the morale is good. The Administrator deserves recognition as he has been devoted to his job and has good business sense and ability. It would be amiss not to mention also the volunteer organizations operating in Laguna Honda. They have been and are doing a tremendous job and have been most generous with their time and money.

Hassler Hospital

This institution, located in Redwood City, cares for chronically ill patients received in the most part from San Francisco General Hospital. Full bed capacity is 237. At the end of August, 1966, there were 210 patients. Total personnel employed as of August, 1966, was 160, including 27 nurses. This Committee made a thorough and complete check of the facilities and found them to be clean and well operated. The administrative personnel are efficient and dedicated people. However, we did notice that there isn't any well-organized volunteer program in effect. We feel that if certain administrative personnel would visit clubs and other organizations in Redwood City and explain the need for volunteers and sell them the idea, responses would be forthcoming. Volunteers constitute an integral part of the Health System, and without them the Health Department would be hard put to discharge its functions.

Sidney H. Kessler

Henry Rosenthal

Thomas W. Handley, Chairman

DISASTER CORPS

The Disaster Corps serves a very important and necessary role in the City and County of San Francisco in the field of disaster preparedness and emergency operations in the event of any man-made or natural disaster, regardless of cause.

The Disaster Corps' role in case of such tragic events is to act as on-the-scene co-ordinator between public and private agencies as they assemble to provide their specialized aid under the City's energetic Disaster Corps Director, J. William Conroy.

As example of a few things this department has accomplished this year, this Committee will cite the following:

1. The Peninsular Chapter of Engineering and Grading Contractors Association entered into agreements with the Disaster Corps whereby they will maintain a complete inventory of all earth-moving equipment in the Counties of San Francisco, San Mateo, and Santa Clara. Further, they now provide a Duty Officer and two alternates for 24-hour-a-day, 7-days-a-week coverage in the event that any such equipment might be needed in a disaster. This service is provided without cost to the City.
2. Working with the Disaster Corps, the Salvation Army Rehabilitation Center on Army Street has worked out an operations plan for the utilization of the personnel and equipment of the Salvation Army as an adjunct to St. Luke's Hospital. During the year, mock disaster drills have been held, utilizing R.O.T.C. students from the University of San Francisco as victims, and the personnel and equipment of the Salvation Army was utilized to increase the capacity of St. Luke's Hospital by 200 beds.

Part of the cost of the Disaster Corps is furnished by the Federal Government. The 1965-1966 budget of the Disaster Corps was \$134,591. Matching funds from the Federal Government amounted to \$109,835. At the time of preparing this report, the amount of \$66,527 was received from the Federal Government and the remaining amount of \$43,308 has been approved but not as yet received.

The Director, J. William Conroy, is to be complimented for the minimal cost to the City of operating the Disaster Corps.

DISASTER CORPS (continued)

RECOMMENDATIONS:

1. The Medical Society, the Hospital Conference, and disaster officials all point to the critical need for an independent radio network to be established between various hospitals in San Francisco. The nucleus of such a network has now been established and a channel has been set aside by the Federal Communications Commission for this purpose. This should be done immediately. At nominal cost, half of this will be paid by the Federal Government.
2. It is our considered opinion that the terms "Civil Defense" or "Disaster Corps" do not reflect the true nature and duties of this department. A name more in keeping with the actual duties performed would be that of "Department of Public Safety."

Bernard Gordon

Martin O'Dea

Henry Rosenthal, Chairman

FIRE DEPARTMENT

Chief Murray and his staff should be commended for one of the finest Fire Departments in the United States.

The engineering requirements set forth by the American Insurance Association call for two fulltime fireboats to provide coverage for approximately seven miles of waterfront that rims our City. It is quite evident that if something happens the one boat the City has would be inadequate protection.

RECOMMENDATIONS:

1. Meetings have been held continuously for many years with the Port Authority in an effort to resolve the differences to provide a second fireboat. The Port Authority apparently does not dispute the need of this second boat, but the problem of paying personnel cost and maintenance remains unsolved. This Committee is of the opinion that another boat should be purchased. A meeting of minds as to whether State or City funds be used is most important before it is too late. Should a major holocaust strike the waterfront, inadequate fire-fighting efforts would be hard to justify.
2. The repairing of equipment is now being done by the Purchasing Department. This should be done by the Fire Department, thus doing away with loss of time getting workable equipment back into action.

Bernard Gordon

Martin J. O'Dea

Henry Rosenthal, Chairman

DEPARTMENT OF ELECTRICITY

This Department is responsible for the maintenance of communication systems, radio and teletype systems in the Police and Fire Departments, repairing parking meters, etc.

RECOMMENDATIONS:

1. The name of this Department should be changed.
2. A check should be made to see that a progress report is forthcoming regarding inventory control and other items set forth in the Forbes Report made in 1965.

Bernard Gordon

Martin J. O'Dea

Henry Rosenthal, Chairman

CONTROLLER

The Controller is the chief financial officer of the City and County. His responsibilities include:

1. Determining the propriety of all financial transactions in which any department or agency of the City and County participates.
2. Seeing that expenditures do not exceed properly authorized amounts.
3. Supervising methods of accounting and financial reporting in all City and County offices.
4. Maintaining financial records of all departments.

Since 1961, an important task of the Controller's office has been the development of an Electronic Data Processing System. This system has been constantly expanded and improved. Latest type equipment will be delivered in December.

Representing a substantial investment, this system should lead to increased efficiency in all City and County departments and eventually to substantial savings to the taxpayer.

To realize the greatest potential of EDP it is imperative that all City and County departments co-operate and participate to the fullest extent in the central system. Where separate systems are justified in certain departments, it is essential that these systems be compatible with the central system and should be of the same manufacture. All equipment is on rental basis and wherever possible positions have been filled by existing employees. The Committee feels both these policies are proper and should be continued.

RECOMMENDATION:

The Committee recommends that the central Electronic Data Processing Department be established as a separate division of the Controller's department.

The Controller's staff, exclusive of those employees assigned to EDF, numbers approximately 150. This is considered adequate for present needs with the exception of the Audit staff. This section is short-handed due to the transfer of several members

CONTROLLER (continued)

to EDP. Rather than replace these employees, it is the plan of the Controller to request funds from the Board of Supervisors to employ private CPA firms for specific audits, when needed, on a contract basis. The Committee feels this is an excellent plan and recommends its approval by the Board of Supervisors.

Leonard V. Jones

Martin J. O'Dea

Rita M. Leveira, Chairman

TREASURER

The Treasurer receives and disburses all funds of the City and County, acts as custodian for all funds and securities, and pays principal and interest due on bonds of the City and County.

The present staff of approximately 20 appears to be adequate for current needs and no additional space is required at this time.

A serious and continuing problem is the number of public welfare checks with forged endorsements which are cashed each year. From November 19, 1965, to November 9, 1966, these amounted to \$38,455.08. This represents a considerable loss to the community and a large amount of extra work in the Treasurer's office.

RECOMMENDATION:

That a representative of the Treasurer's office and the Social Services Department meet to devise means of remedying this situation. Identification cards with photographs seem to be a necessity. Since the vast majority of these checks are reported as stolen from mailboxes, a study should be made of alternate methods of distribution. Possibly recipients should be required to pick up checks.

San Francisco County currently receives from the State a fixed fee of \$50,000 annually for the services of its Inheritance Tax Investigators. Each time a safe deposit box of a deceased person is opened within the County, one of these investigators must be present. A delay of several weeks in obtaining an appointment with an Investigator is not unusual.

RECOMMENDATION:

That the present staff of four Investigators be increased to five.

Leonard V. Jones

Martin J. O'Dea

Rita M. Leveira, Chairman

FINANCE AND RECORDS DEPARTMENT

The Finance and Records Committee of the 1966 San Francisco County Grand Jury has endeavored to review the functions and operations of the eight separate departments comprising this complex office. The offices, County Clerk-Recorder, Public Administrator-Public Guardian, Registrar of Voters, Tax Collector, Records Center, Agricultural Commissioner, Farmers Market and Sealer of Weights and Measures, will be treated separately, however, this report will be weighted by two developments:

1st - Shortly after its formation this 1966 San Francisco County Grand Jury became aware of the existence of a report from John F. Forbes & Company requested by the former Controller and made available to the city in December of 1965. This report prepared at a cost of some \$137,000 covers procedures and accounting controls in effect in all the general departments of the City and County of San Francisco. Only one office under the supervision of the Director of Records and Finance was excluded from this report, the office of the Public Administrator - Public Guardian, which office was audited by another accounting firm.

2nd - A report on Electronic Data Processing as it could be effectively used by the various city agencies was released to Mr. Ross, the then City Controller, at the same time December 31, 1965. Both of the reports were detailed and comprehensive and included recommendations to practically all city departments. While it is true that some suggested changes in accounting procedures were quite elemental and added no safeguards or economical changes in existing systems, their recommendations should be given every consideration with criticisms or counter proposals by every affected city department.

At the time of this committee's first meeting with the Director of Finance and Records, the Director invited all of his department heads to meet with us and at that time not one of them was aware that the Forbes Report existed. Employees of Forbes & Company had spent some time in the various departments, but their

FINANCE AND RECORDS DEPARTMENT(continued)

findings or criticisms had not been made available at the time of this meeting. This situation has since changed, each department head has been furnished with a copy of this report as it pertains to his jurisdiction and he has been asked to furnish a follow-up report advising the Chief Administrator's office that changes recommended have been made or setting forth the reasons as to why he feels the recommendations of the report are not acceptable or workable.

This committee believes that it will be in the best interest of the residents of San Francisco if each department in turn is required to give greater consideration to the implementation of recommendations made by John F. Forbes & Company.

FINANCE AND RECORDS DEPARTMENT (continued)

Public Administrator - Public Guardian

Approximately one year ago the office of the Public Administrator-Public Guardian was moved from the San Francisco City Hall to more spacious quarters, the Arcade Building, 1212 Market Street. This office occupies approximately 5,000 square feet in a well lighted, recently refurbished, floor area. The physical layout of this office is far more conducive to a satisfactory operation than the crowded quarters which they heretofore occupied in the City Hall. While there is some inconvenience in being removed from the vicinity of the Courts and County Clerk's Offices, with which their work is closely affiliated, it is the opinion of this committee that the modern facilities more than offset these inconveniences. It is presumed that eventually when a new Court House is provided for San Francisco, the offices of the Public Administrator-Public Guardian will be moved to this vicinity.

The office of the Public Administrator now handles approximately 1,700 accounts and is self-sustaining. In each of the past several years the fees from probating estates have more than offset the budget allowance of the Public Administrator. While this is not true of the guardianship accounts the Public Guardian handles, there is an indirect benefit to the City and County of San Francisco in the payment of medical and hospital bills and other fees arising through the Welfare Department now being paid for the accounts of the wards of the Public Guardian. Prior to the establishment of this latter office, July of 1960, there were many instances where incompetent people would be unable to collect welfare assistance, social security or other pension benefits to which they were entitled and consequently their aid bills were not met.

Both of these offices, Public Administrator-Public Guardian, seem to be adequately staffed with experienced personnel consisting of twenty-one employees and four attorneys. The Public Administrator's office has been audited periodically by outside public accountants. This office was not reviewed either as to account procedures or the adaptation of Electronic Data Processing by John F. Forbes & Company, however, a review of this department was made by Cecchi and Scheibner, Certified Public Accountants, and a feasibility study with regard to Electronic Data Processing was submitted on December 15, 1965. This same firm under a contract had previously

FINANCE AND RECORDS DEPARTMENT (continued)

reviewed the internal controls of that office and found that the accounting methods and controls were consistent and satisfactory. As to the use of Electronic Data Processing, Cecchi and Scheibner have set forth a program for the implementation of this service. We realize that time, effort and money was expended in preparing this report and that in some instances data processing will facilitate the handling of the estate accounts, however, it is the opinion of this committee that because of the rather complex nature of estate accounting, the comparatively small number of accounts and particularly the small number of transactions within these accounts, the facilities of the Electronic Data Processing System Complex should not be taxed with programming for this department until such time as the urgent and demanding needs of various other city departments are met.

FINANCE AND RECORDS DEPARTMENT (continued)

Sealer of Weights and Measures

The Finance and Records Committee of the San Francisco County 1966 Grand Jury interviewed O. C. Skinner, Jr., Sealer and director of this department. This department was established in 1915, providing various services to the consumers of the City and County of San Francisco. It is their duty to assist consumers in receiving full value for money paid. This is done by a regular systematic inspection and testing of scales, measuring devices and the contents of packaged goods. Their annual budget is purely an expense item, no fees are charged for the services they perform. The present staff of this department, consisting of a senior inspector and six inspectors, appears to be adequate. It is our understanding that the rate of pay for the inspectors in this department is lower than in other similar areas and consequently the director is faced with the loss of experienced men to State and other positions of similar responsibility. It is our recommendation that the Civil Service Commission give consideration to increasing the salary range of these trained inspectors if this department is to continue to satisfactorily service the people of San Francisco. It is our further understanding that to be employed as an inspector in the Department of Weights and Measures the requirement that a State Examination be passed and certificates in three categories, viz. Petroleum Measurement, Measuring Devices and Quantity Control be held. Unless an applicant has all three of these certificates he is not qualified to work for the City of San Francisco. The director pointed out that there have been instances where an applicant has had two of these certificates and is working to obtain the third, but he is still ineligible for employment. It has been suggested that such an applicant could be used to his fullest ability as an inspector with any one of these certificates and should be hired, perhaps, on a probationary basis with the understanding that all of the certificates will be obtained. We believe that this recommendation has merit.

Grand Juries for the past several years have recommended that this department obtain through budget allocation, at a cost of some \$40,000, a petroleum measuring device which seemed so necessary for the protection of dealers and consumers of petroleum products in San Francisco. In our discussion with the head of this department in regard to this expenditure we were advised that radical changes

FINANCE AND RECORDS DEPARTMENT (continued)

had been made in the delivery of petroleum products by most of the major oil companies in this area and it appears that this new method of delivery will be continued and augmented and consequently this will negate the need for this measuring equipment expenditure.

The John F. Forbes report had very little criticism for the department of Weights and Measures. The one fault they did find was with regard to the filing of semi-annual certification of residency by employees, required by the Administrative Code, this has been corrected.

No recommendation has been made for the use of EDP by this department, however, it might be advisable for the department head to consult with the programmer of the EDP Complex, there may be some area where the computer operation could be helpful.

FINANCE AND RECORDS DEPARTMENT (continued)

Registrar of Voters

On September 15, 1966, this committee visited with and interviewed Mr. Charles A. Rogers, Registrar of Voters. It was an auspicious time because the Registrar's Office was involved in the last days of registration of the citizens of San Francisco, this 1966 being an even numbered year.

Seventeen permanent employees comprise the staff of this office and approximately eighty temporary clerks are employed when the need arises. The permanent employees are in a low civil service group, especially the clerks where most positions are in the starting level. During the past five years there has been a turn-over in fourteen of the seventeen staff positions. We concur with the Registrar's opinion that there should be a far greater degree of permanency in the staff of this office so that it may function properly. We fully appreciate that because of the seasonal nature of the work it is necessary to rely on temporary employees, but their services could be much more valuable with a permanent staff to properly supervise and control their actions. The need for up-grading and reclassification of certain positions in the Registrar's Office was brought to the attention of the Civil Service Commission in a letter of March 21, 1966, from Mr. Thomas J. Mellon, Chief Administrative Officer. We are not aware of what action has been taken, but concur with the recommendation.

With regard to the John F. Forbes and Company report, the criticisms set forth in the report were answered by letter from the Director of Finance and Records on August 19, 1966. We feel that this answer was satisfactory and presume that the remedial steps mentioned in the answer will be carried out.

There is one area, however, that we believe should be given immediate and full consideration, that is the use to the utmost of the facilities of the EDP Complex by the Registrar's Office. It seems to us that it is an area where the services to the people of San Francisco can be greatly augmented. Up to this time the Registrar's Office was engrossed in the processing of registrations and the 1966 general election. The complicated work of registering citizens, districting them, listing voters, constantly changing voters rolls, lends itself, in this committee's opinion, to the use of EDP. Some electronic means is now being used in the

FINANCE AND RECORDS DEPARTMENT (continued)

selection of jurors from the Registrar's lists, however, we feel that nearly all of the functions of this department could be better performed through electronic data processing. Again, demands have been made on the Registrar for the completion of the programming of his work by various political parties to whom lists of voters could be available almost immediately if the computer system were used. We do not feel that this pressure is sufficient to warrant hurried and unsound practices of the implementation of this program. However, now that the recent election has passed, it would seem to this committee that it is the most opportune time to cooperate with the programmers in the EDP Complex and place the Registrar's Office to the fullest extent possible on electronic data processing.

FINANCE AND RECORDS DEPARTMENT (continued)

Tax Collector

In May of this year this committee visited with Mr. Basil Healey, Tax Collector of the City and County of San Francisco for the past five years. During this interview we reviewed the functions of the Tax Collector's Office.

In one of our first questions, we inquired as to why it has been the policy of this City in the past to have the Assessor's Office, which is responsible for the assessment of all taxes, used as collector for one tax only -- that was the personal property tax. This apparently was a detail assumed by the Assessor for his own personal reasons and as soon as the personal property taxes became delinquent, or in July of each year, 45,000 unpaid bills were turned over to the Tax Collector for collection. At that time Mr. Healey advised us that he was working with the newly appointed Assessor and had every reason to believe this system would be changed and that all tax collections, including personal property taxes, would be collected by this office from the time of their assessment.

We are glad to see that in the report from the Director of Finance for the past fiscal year that this change has been made and that in the future the Tax Collector will be responsible for some 125,000 unsecured personal property tax bills, instead of 45,000 delinquent bills heretofore serviced.

The Tax Collector is faced with some other problems in the collection of licenses and fees. These fees are on an irregular basis, some quarterly, some semi-annually and some annually. It would seem more desirable if a uniform practice could be adopted and these fees collected on an annual basis.

The Tax Collector's Office is comprised of some sixty-eight employees. Because of the importance of this office to the maintenance of our City, it is felt that his recommendations as to staff should be given every consideration, particularly as to the classification of an Assistant Tax Collector with adequate authority to assume some of the responsibilities of this office.

FINANCE AND RECORDS DEPARTMENT (continued)

The Bureau of Delinquent Revenue functions as part of the Tax Collector's Office. There is one attorney assigned to this office. During the past five years legal recoveries of delinquent taxes have increased from \$70,000 to \$220,000. We had the occasion to visit with this attorney, who advised us that the demands on his time and efforts were continually increasing, that he had one legal secretary who could not possibly do all of the work demanded of her. He requested that he be given assistance by the assignment of another legal secretary. This committee feels that this request merits consideration.

The criticisms contained in the John F. Forbes and Company report in the office of the Tax Collector were quite extensive. In a letter of May 6, 1966, the Director of Finance answered briefly these criticisms, indicating that the matter would be pursued further and recommendations for better procedures would be sought from the Controller's Office. Without going into further detail, it was the feeling of this committee that many of these changes could and should be brought about. The functions of the Tax Collector's Office, like so many offices, is to some extent seasonal. Many of the staff are required to serve in the office at the time of heavy payment of tax bills. Investigators and collectors of this office serve as tellers for approximately six weeks during the tax payment period and their investigatory function is neglected during this time, but there seems to be little remedy for this situation without great expense.

This then brings us to the question of the use of EDP by the Tax Collector's Office. It is the opinion of this committee, after discussing the matter with the Tax Collector, who was most cooperative, and the head of the Electronic Data Processing Complex, that one of the greatest advantages in the entire city operation will be the use of EDP by the Tax Collector's Office. To some extent electronic device or punch card accounting, is now being used by this office, but a far more effective use of the EDP Complex has been programmed for the tax collecting function of the city government. This use of the equipment again is predicated on the collection and sorting of data which originates from the Assessor's files. The operation of first the assessment and then collection should be on a continuing program basis, and while the departments will maintain their identity, the interchange of files and information is mandatory. We feel that this will come about because of a complete



FINANCE AND RECORDS DEPARTMENT (continued)

accord in the progressive thinking of the directors of these two departments. As we mentioned, the EDP is resorted to by both departments, Tax Collector and Assessor, to some degree at this time, however, it is our understanding that these departments have separate machine operators assigned only to the work of their own department in the Tabulating Department. This committee believes that technical trained equipment operators should be assigned without regard to department affiliations to the electronic data processing complex for a better use of this expensive equipment.

FINANCE AND RECORDS DEPARTMENT (continued)

Office of County Clerk-Recorder

This committee visited with Mr. Martin J. Mongan, County Clerk-Recorder of the City and County of San Francisco. The functions of both of these offices are rather complex in nature with an extremely heavy work load. The County Clerk's Office is the record office of the Superior Court of the City and County of San Francisco, also required to contain a complete index of recorded documents, including the corporation index, partnerships and fictitious names index and index of Notaries Public. The County Clerk is further required to provide clerical help for all of the superior courts of the City and County of San Francisco. With the appointment of two new judges, there will be twenty-four Superior Court Judges and the additional help, such as clerks, bailiffs and stenographic reporters, must be provided by the County Clerk's Office.

Through the various fees collected in this office, the County Clerk's Office is 60% self-sustaining.

The County Recorder's Office is required to record all papers or documents that may be legally recorded, keep a true copy of these documents, index them in such a way that they are available for inspection should the need arise. The work load of this department, as well as the County Clerk's, increases substantially each year. The Recorder's Office, through a schedule of legally established fees for the reproduction of documents and for the initial recording, is self-sustaining. Most of the documents filed in this office must be permanently retained. They must be accessible, so that consequently there is a tremendous storage problem. In recent years a program of micro-filming the records of this office and storage in fireproof vaults has been carried out. Budget allowances have been made in each of the last five years to see that this program is continued, however, much remains to be done, it is an expensive and time-consuming program. John F. Forbes and Company, in their review of the accounting procedures and methods, made extensive recommendations as to the handling of receipts, such as fees, deposits and the records pertaining to these accounts. While these criticisms were answered by the Director of Finance and Records, this committee again feels that every effort should be made to carry out the recommendations of John F. Forbes & Company.

FINANCE AND RECORDS DEPARTMENT (continued)

As to electronic data processing, with such a complexity of records it is hard to visualize any one area in which the requirements of the County Clerk-Recorder's Office lends itself to the use of EDP. Perhaps, the use of data processing equipment to make immediately available an index of all records and documents might be useful. The cost and time consumed in the preparation of such an index could be prohibitive. It is our recommendation, however, that the County Clerk-Recorder discuss with the director of EDP the functions of his department and determine whether or not the use of this equipment would be advantageous.

The County Clerk-Recorder's Office has a greater interest in record storing with necessary availability than any other department in the County Government. We realize the establishment of a schedule for the retention of documents is being considered by the City Attorney's Office and other interested departments and it might be well that such a schedule as it affects the County Clerk-Recorder's Office be expedited so that the recordation and filing of those documents, of necessity, be done in an orderly manner.

FINANCE AND RECORDS DEPARTMENT (continued)

Office of Agricultural Commissioner

The Finance and Records Committee of the 1966 County Grand Jury has reviewed the annual reports of the Agricultural Commissioner and has read the John F. Forbes & Company report as it pertains to this department. The Office of the Agricultural Commissioner is a County office established under the California Agricultural Code. The duties of the Commissioner, as performed by him and his highly qualified staff, are clearly set forth in the California State Agricultural Code. While part of the Commissioner's salary is paid by the State and certain fees are collected for certification of exports, this department is not self-sustaining and must rely on budget allocation to support its service-rendering functions. The thoroughness of its detailed reports would seem to indicate a satisfactory operation.

John F. Forbes & Company, in its examination of accounting procedures, criticized some of the practices of this department and made several suggestions and recommendations. In a letter of July 29th, the Director of Finance and Records advised the Chief Administrative Officer that the procedures of the Agricultural Commissioner's Office as to time rolls, revolving fund accounting, and personal property had been altered so as to conform to Administrative Code provisions. This Committee believes further that the answer given to the recommendation concerning the deposit of funds received by this office with the City Treasurer was most satisfactory and that arrangements should be worked out to the accommodation of both departments. The question of semi-monthly inspection reports versus the presently used daily reports seems to us to be a moot one. We are inclined to concur with the Agricultural Commissioner's opinion that no clerical work would be saved and that daily reporting be continued to effectively comply with State and County statistical record demands.

The San Francisco Farmers Market is under the supervision of the Agricultural Commissioner, who reports on their functions to the Chief Administrative Officer through the Director of Finance and Records. The Finance and Records Committee of the 1966 County Grand Jury has reviewed the reports of the Farmers Market. This project under the ordinance through which it was established must be self-supporting.

Through the years of its existence, it has produced enough revenue from fees charged those using its stalls to maintain itself and reimburse the City for all capital expenditures.

FINANCE AND RECORDS DEPARTMENT (continued)

It has been noted that the gross annual revenue from the operations of the Market, after reaching a peak of \$47,000 in the 1960-1961 fiscal year, have dropped consistently each year since, amounting to about \$36,800 in 1965-1966.

This Committee is inclined to agree with the Manager of the Market that an attempt be made to increase sales and subsequent revenues through advertising, publicity, and other promotional activities. We further believe that the Manager's recommendations as to certain painting and small maintenance projects in the Farmers Market Administrative Building are most practical and should be given consideration.

Through the Director of Finance, and by letter of July 29th, the criticisms contained in the John F. Forbes & Company report appear to have been most satisfactorily answered.

FINANCE AND RECORDS DEPARTMENT (continued)

Records Center

The Finance and Records Committee of the 1966 County Grand Jury reviewed the operations of the Records Center, which is under the supervision of the Director of Finance and Records and directly managed by Mr. Pierce Murphy.

Records of the City and County of San Francisco are now stored in three different areas: a warehouse at 144 Townsend Street, a second warehouse on Bryant Street, and certain areas of the Municipal Car Barn are utilized. The storage and retention of records, together with the fact that most of these records must be readily accessible, poses a tremendous problem which this Committee feels there is no way to alleviate. Several recommendations have been made, both by the Director of Finance and also by the John F. Forbes & Company report, as well as the Chief Clerk of the Center staff, which we feel might in some way help to reduce the problems. First, it seems imperative that a record-destruction schedule be developed so that many of the useless records now being filed and retained be destroyed. The problem as to how long many of the records should be retained is a legal one. The Director of Finance, in his letter of July 29th answering the John F. Forbes & Company report, stated that "a retention schedule is now being developed by the Director of Finance and Records in consultation with the Controller, Purchaser, City Attorney, and other officials for submission to the Chief Administrative Officer to the Board of Supervisors." It is the opinion of this Committee that every effort should be made to expedite the production of such a schedule. If this step is taken it would be easier for the personnel of the Records Center to determine exactly how much storage space will be needed.

This then brings us to a second recommendation: that efforts to the utmost be made to find a satisfactory location to store all of the City's records in one area. It has been recommended in the past that the City purchase a warehouse for this purpose. A study should certainly prove whether this is more economical than the present policy of renting. In either case, centralization seems desirable.

Thirdly, we concur that the Records Center sorely needs a vehicle for use in delivery and pick up of requested files to and from the City Hall. The present haphazard method of personal delivery of records is most unsatisfactory.

FINANCE AND RECORDS DEPARTMENT (Continued)

In conclusion, this Records and Finance Committee believes that the Director, Mr. Virgil L. Elliott, is lending his best efforts to manage and supervise the various departments under his control, and will continue to give credence and support to the recommendations made by John F. Forbes & Company as to accounting procedures and as to the use to the utmost by his department of electronic data processing.

Martin J. O'Dea, Chairman

Sidney H. Kessler

Bernard Gordon

THE HEALTH SERVICE SYSTEM

The Health Service System was created by the Charter of the City and County of San Francisco and is administered by a Board of seven members. Three of the members are employees of the City and are elected at large to serve five-year terms. The Chairman of the Finance Committee of the Board of Supervisors and a representative of the City Attorney's Office are ex-officio members. The other two members are appointed by the Mayor. The Board meets regularly once each month and when a special meeting is called. The meetings are largely routine, taking less than two hours, except when rate schedule problems are discussed.

At the present time there are 32 employees in the System. The Department has had a small turnover in personnel. At the present time all but one employee is certified under civil service. Two new positions were added by the 1966-1967 budget and these positions were filled with civil service employees in August.

The System maintains three health plans, known as Plans One, Two, and Four, but since very few employees belong to Plan Four we will concern ourselves with Plan One and Plan Two only. Plan One is a self-insured plan. Plan Two is with Kaiser Hospital. There are more active and retired City employees under Plan One than under Plan Two, but there are more dependents - both adults and minors - under Plan Two than under Plan One. As a result, total registration in Plan Two of 28,138 (as of the end of October, 1966) exceeded those in Plan One by approximately 3,500. The cost to the City under Plan One is greater than under Plan Two largely because the City pays only for the employees. Moreover, it has been determined that the per capita cost to the City under Plan One is greater than under Plan Two.

At the time the Health Service was started, health insurance was in its infancy, so there was great justification for the City to adopt a self-insured plan. In the thirty intervening years, however, many insurance companies have gone into this business. It is not unusual for public bodies to place this coverage with private carriers. Incidentally, the State Retirement System has placed its insurance with a group of private carriers. It should also be noted that the State Employees Retirement System administers the Health System as well as the Retirement System.

THE HEALTH SERVICE SYSTEM (continued)

The Health Service System and the Retirement System have a common complaint - they are not advised by Civil Service when a person is hired on a limited tenure basis. This is due to the fact that all City departments have been given the right to hire limited tenure employees, if no one is available from the eligible (Civil Service) list. As a result, the two departments do not get the employee enrolled in the Health and Retirement Systems when they become eligible. This eligibility date is six months after date of hire and as a result the two Systems have to collect past due assessments. This often results in employees leaving City service, since they do not always have the financial means to make these back payments.

This example is mentioned to point out (1) the lack of coordination between the three City departments dealing with employment; (2) the lack of centralized files; and (3) the great duplication of effort and expense resulting from each department's making and servicing its own files. To carry this one step farther: each employee has a multiplicity of numbers over and above his Social Security Number - one for payroll, one for Health Service, one for the Retirement System, and undoubtedly others.

RECOMMENDATIONS:

1. Survey to Consider Better Health Plan. It is recommended that the Health Service Board immediately undertake a survey to determine if a better health plan can be obtained at a lower cost by contracting with private carriers. Such a cost survey should give recognition to the reduction in staff and in space that would result. The ten persons currently assigned in the medical section would be absorbed shortly by normal attrition. Also, it should be kept in mind that in 1967-1968 the cost of Plan One will probably increase because of the recent rise in hospital costs.

In the fiscal year 1964-1965, the direct costs to the City for the three Plans was \$1,825,000. In addition, in the fiscal year ending June 30, 1965, the administrative costs of this department were approximately \$250,000. These were paid entirely by the City.

2. Consolidation of Employment Records. It is recommended that steps be taken immediately to consolidate the employment records of all City employees in a central source. The centralized records would include employment, retirement, and health data, and should be set up so that the required information would be obtainable by the section entitled to it. A

THE HEALTH SERVICE SYSTEM (continued)

tremendous amount of duplication would be eliminated. More accurate information would be available at a considerable savings in cost. The use of EDP is a natural for this purpose.

It is recognized that there are many demands being made on EDP by other City departments and that there is little possibility of this application of EDP to be undertaken in the foreseeable future. It is further recommended that the three departments involved (Civil Service, Retirement, and Health) urge the Supervisors to contract an outside service organization for this purpose. The system adopted should be compatible with the City's EDP system so that it could be taken over by the City when facilities become available.

3. Establishment of a Department of Employment. It is further recommended that the Civil Service, Retirement, and Health Systems be consolidated (by Charter amendment) into one System to be known as the Department of Employment, as outlined in this Committee's Report on the Civil Service Department. As an interim step, this Department should immediately undertake consolidation with the Retirement System into a Section to be known as The Employee Benefits Section. In making this recommendation, it is assumed that the Health Service will have contracted with private carriers to carry the City's health insurance. It has been noted above that the State Employees Retirement System administers the health insurance program and it is believed that the System's experience could be drawn upon to expedite this consolidation.

The employees whose services would no longer be required would easily be absorbed by normal attrition in these days of short labor supply.

Leonard E. Fregosi

Walton R. Smith

Alger J. Jacobs, Chairman

CIVIL SERVICE

The Committee Chairman met with Mr. George Grubbs, General-Manager-Personnel, on two occasions, and visited with other members of the staff on numerous occasions. The Chairman of this Committee also appeared before a meeting of the Civil Service Commission in July to urge that an early examination be scheduled for the position of Investment Administrator for the Retirement System.

Mr. Grubbs did not appear to have seriously pursued the comments and recommendations contained in the 1965 Grand Jury Report, nor was he concerned with the recommendations of the Forbes Audit. When the Chairman of this Committee pressed Mr. Grubbs for an answer on the Forbes Audit, he was assured that he would be furnished with answers. This has not happened to date. By his general attitude it may be concluded that Mr. Grubbs is not bothered by such "trivia."

Mr. Grubbs stated that he is dedicated "to building a superior Civil Service System for San Francisco." He also indicated that he will not compromise in accomplishing this. However, a combination of many factors including (but not limited to) the addition of 2,000 workers to the City payroll in the past several years, a tight labor market, the unionization of certain City employees, employee pressures for more and more fringe benefits, the pressure of employee wages in categories over which the Department has no control or those over which it does have control, an inadequate staff and unsatisfactory working space in many areas of the department, an outmoded method of giving certain Civil Service examinations, have combined to make the attainment of his objective impossible.

If one may judge by the criticism of the Civil Service Department received by this Committee during the year, the personnel problem is becoming more acute rather than less. The department is variously described as "pragmatic," "hide-bound," "stubborn," "unimaginative," "uncooperative," and "self-centered." Specifically, comments have included allegations that jobs are down-graded; that jobs are improperly graded; that examinations are given too seldom and too late; that closed examinations keep competent people from seeking City employment; that standards are too high, resulting in inadequate eligibility lists, which in turn result in rehiring non-certified workers who have failed to pass the examination; and that the Rule of I is undesirable. Most political jurisdictions use the Rule of III. Whatever the cause the fact remains that about 9% of the 19,000 positions subject to Civil Service examination were not filled by Civil Service appointees in September 1966. The widespread feeling that Civil Service is not being as helpful to other departments as it should be cannot be taken lightly.

CIVIL SERVICE (continued)

Salary standardization is a never-ending job and consumes much of the time of the Civil Service Department. The department realistically contracts with the Department of Labor to furnish salary ranges in many skilled and semi-skilled categories, and these categories are adjusted annually. The last standardization report indicated that City salaries are very much in line with salaries of many San Francisco employees performing similar work in private industry. Likewise, the hourly rate paid craftsmen is set by union contracts although the City employees are not union members. The salary scale of teachers is also set outside this department.

However, it would appear that salaries paid administrative personnel have not advanced as rapidly as those paid for the categories mentioned above. It is believed that the level of administrative salaries has made it difficult to pay highly skilled technicians and specialists sufficiently high salaries to attract them to City employment. As an example, consider the salary offered the Investment Administrator for the Pension System. The payment of the minimum salary recommended by the Chairman of this Committee would exceed the salary of the Secretary of the System.

We are advised that this is not an isolated instance. The adjustment of administrative salaries to the proper level would be costly to San Francisco but is necessary.

In this period of short labor supply the policy of closed promotional examinations is questionable. It is believed that good potential employees are passed over. The long delay in giving certain Civil Service examinations is also subject to question. Under present labor conditions an experienced person need not wait around for a Civil Service examination to be given. He can get employment elsewhere. We understand that some jurisdictions outside the San Francisco area have evolved a system that includes immediate testing of applicants. If they pass the written and oral examinations, they are immediately assigned to work with Civil Service status.

The story of how to employ an Investment Administrator for the Retirement System is not necessarily typical, but is at least indicative. The position became vacant in January 1966. The Civil Service advertised for applicants, limited to San Francisco residents, and when only three were received, decided not to hold the scheduled examination. It was then determined that the position would be opened to nation-wide competition. At this point an employee of the Retirement System objected and claimed the position by right of promotion. He was able to keep the Civil Service Commission from advertising the position until mid-July. At that time the Chairman of this Committee appeared before the Civil Service Commission and urged an open examination to be held. The Commission agreed and the position was advertised nationally. Sufficient applications were

CIVIL SERVICE (continued)

finally received and the examination was held on November 4. The examination papers are now being scored. An oral examination for those who pass the written examination must be held. The position will not be filled until January 1, 1967 at the earliest. Thus, for almost a year the management of a fund with almost \$350,000,000 of employee money has not had professional direction.

Discussion with Mr. Grubbs revealed that his Department does not have a central personnel file containing complete information on each employee. Such a file is considered fundamental to proper employee administration.

RECOMMENDATIONS:

1. Need for Centralized Personnel Records. It is recommended that immediate steps be taken to establish centralized personnel records. EDP is considered desirable for this purpose. Recommendation #2 in the Report on Health Service System is included here by reference. Centralized records would result in superior records and could be accomplished at a great cost reduction.

2. Need for Re-examination of Civil Service Internal Policies. It is recommended that the Civil Service Department re-examine its policies in an attempt to overcome the dissatisfaction of the other Departmental Heads in its hiring and promotional procedures. Other political bodies have apparently adjusted more rapidly to present labor conditions than San Francisco. The requirement that applicants live in San Francisco should be eliminated as it was for present employees. A change in the procedure that allows an employee to hold up an examination almost indefinitely should be explored.

3. Need for a Department of Employment. It is recommended that the Civil Service, Retirement System and Health System be consolidated by Charter Amendment into one system to be known as the Department of Employment. These Boards all deal with various phases of employment. Accordingly a unified system broken down into an Employment Section and an Employment Benefit Section is logical and modern. Obviously a more adequate system would be beneficial to the employees of San Francisco, and a great saving in expense due to elimination of duplication is envisioned.

It is proposed that the department would have a Board of nine. Five members would be appointed by the Mayor for five year terms. It is proposed that there should be one representative from the personnel, legal, insurance, banking and investment banking industry. There would be two city employees elected at large, and the Chairman of the Board of Supervisors and a representative of the City Attorney's Office, as ex-officio members. It is proposed that the Board would be a policy making board and would delegate authority. Reporting

CIVIL SERVICE (continued)

directly to the Board would be the General Director-Personnel and the Manager of the Employee Benefits Section.

The Board should not have to meet more than once a month but would be on call for special meetings. Much of the routine work now performed by the Civil Service Commission at its Thursday meeting would be delegated to the Director of Personnel. Likewise much of the work now done by the Retirement Board at its Wednesday meeting would be delegated to the Manager of the Employee Benefits Section. The Director of Employment and the Manager of Employee Benefits would have equal rank.

The Employee Benefits Section would have two sub-sections: (1) The hearing officers to determine disability benefits and pensions and, (2) The Investment Administrator. Policy would be changed as required by changing circumstances. All actions would be reviewed and approved at the monthly Board Meetings.

It has been stated that the State Employees Retirement System has had excellent results with procedures essentially the same as those outlined above.

No attempt has been made to outline this proposal in detail. Much work will have to be done before it can be proposed to the voters, but it is sincerely felt that it is so fundamental that little opposition will be experienced when its benefits are understood by city employees and voters alike.

Leonard E. Fregosi

Walton R. Smith

Alger J. Jacobs, Chairman

RETIREMENT BOARD

During the year your committee visited the Retirement Board Office on several occasions and attended two meetings of the Board. In addition, the chairman of your committee appeared before the Civil Service Commission in July and asked that an examination be scheduled immediately to fill the position of Investment Administrator - a position that had been vacant since January 1966.

There are approximately sixty people in the department. In August it was stated that there were seventeen vacancies in the department. Upon further checking it was determined that actually there were but few vacancies although many of the position were held by employees without limited tenure. This situation has since improved. For the entire year of 1966, to date, the position of Investment Administrator has been vacant. Also during much of the year the actuary to the fund has been ill resulting in usual dependence on the consulting actuary. Attempts have been made to replace the actuary knowing that he would retire before year end, but to date this position (a non-civil service position) has not been filled primarily because of the salary limitation. Salary limitation is also a factor in obtaining a replacement for the Investment Administrator. Incidentally it is hoped that this position will be filled in the near future. The Civil Service Commission finally gave an examination on November 4. If applicants pass the written examination, an oral examination will be given. It is anticipated that the position will be filled by January 1, 1967. The Secretary (Manager) of the fund, Dan Mattrocce, is to be complimented for the excellent job he has done under the circumstances.

The Committee has expressed dissatisfaction with the Retirement Board itself several times during the year. On November 7, the Grand Jury passed a Resolution criticizing the Retirement Board. This Resolution, a copy of which is attached and is made a part of this report, was presented to the Board in open meeting on November 9. The Resolution stated the cause of dissatisfaction and requested certain temporary remedial policies be adopted pending a more permanent solution of the problem. The Board was asked to report back to this Grand Jury by November 18, 1966.

The Retirement Board replied to the Grand Jury Resolution by letter dated November 18, 1966. The reply is considered inadequate and is largely a justification for actions which have been subject to criticism in the Grand Jury Resolution. The letter is in no way constructive and is another indication that the Retirement Board is not willing to voluntarily change its policies for the protection of your Fund.

RETIREMENT BOARD (continued)

The Resolution was silent on the subject of investment management but this silence should not be construed to mean that we are satisfied with what has transpired this year. As previously indicated, the Retirement Board has been without the services of an investment administrator for the entire year of 1966. This is a serious situation for a fund of this size. A fund of \$350 million growing at the rate of between \$15 and \$20 million a year, requires constant attention. It is the considered judgment of this committee that the previous investment administrator left due to frustration caused by the unwillingness of the Board to delegate sufficient authority. The committee doubts that any investment administrators will stay with the fund unless authority is granted. Securities must be purchased when good opportunities present themselves. Investment decisions should not be made by inexperienced, unsophisticated boards meeting weekly. There is more to managing a fund of this size and nature than buying bonds whenever money is available. The administrator should be in a position to sell as well as to buy and to defer buying if in his judgment the market is going lower. If one were to write a book on investment-management and include in the book a chapter on "How Not to Buy Bonds in a Falling Bond Market," San Francisco's 1966 experience with your Retirement Fund could be used as a case history.

The Board is now composed of three City employees elected at large by other City employees, by two individuals appointed by the Mayor (a resident representative of the banking industry and a resident representative of the insurance industry), and two ex-officio members, The President of the Board of Supervisors and a representative of the City Attorney's Office. Obviously the Board is dominated by City employees. This domination has become stronger and stronger over the years for these men have been on the Board for years, while the appointed members stay on for shorter periods of time. This is not hard to understand since the Retirement Board meets every week for from three to five hours. Busy business men just cannot spare the time. Actually, as the Board now functions, its name is a misnomer. It is, in reality, an Industrial Accident Commission and not a Retirement Board. Industrial pensions should be covered by insurance; there is no way to provide for them in advance by actuarial means. Every time an industrial pension is granted the fund is thrown out of balance. At the next actuarially determination the employee members of the fund and the taxpayers are penalized.

A centralized employment record for each employee is not presently available. As a result the Pension System must build and maintain its own files. Often employment information is out of date when received. A fuller discussion of this and other recommendations is found in the Committee Report on the Health Service System which is included in this report by reference.

RETIREMENT BOARD (continued)

RECOMMENDATIONS:

1. Retirement Board as a Policy Board. It is recommended that as an interim step the Retirement Board reconstitute itself as a Policy Board and delegate authority to competent employees of the Department for the determination of disability and the payment of disability pensions and for investment administration.

2. The Board's Responsibility for the Management of the Retirement Fund. It is recommended that the Board should assert its responsibility for the Management of the fund created by employees and taxpayer contributions in a manner expected of Trustees. Accordingly, the Board should resist arbitrary rules and regulations of other City Boards and Commissions that exert undue pressures for disability pensions.

As a further step in discouraging applications for questionable pensions, the Retirement Board should notify the Police Department and the Fire Department, the two Departments where the greatest incident of disability benefits arise, that an annual physical examination is required. This should go a long way in eliminating pensions resulting from back injuries, etc. which allegedly happened several years before, but which were not properly reported. Employees who are unable to properly perform work in one Department should be transferred to other Departments if they are still able to perform a full day's work elsewhere in City employment. If a Charter Amendment is necessary to accomplish this, this Board, as Trustees of your Retirement Fund, should sponsor it.

3. Assistant to the Administrator. It is recommended that the Investment Administrator be given an assistant. An investment fund of \$350,000,000 requires the attention of a staff. Sooner or later the fund will have to consider investing in mortgages and common stocks. It cannot indefinitely restrict its purchases to bonds. The creation of a staff position would eliminate the risk of poor management that resulted from the resignation of the Investment Administrator early in 1966. A fund of this size should always be managed by competent professional investment personnel.

4. Retirement, Civil Service and Health Service be combined in one system. It is recommended that the above systems be combined into one system as outlined in the report on the Civil Service Department. This report is included herein by reference. A study to accomplish this should be instituted by the Board of Supervisors immediately. Employees, business groups and other interested parties should be included. The advantages and savings of such a modernized and streamlined system, when properly explained, should quickly result in the elimination of opposition which may arise from the first reading of the proposal.

RETIREMENT BOARD (continued)

5. Centralized employment records. It is recommended that centralized employment records be installed immediately which will include information for the present Civil Service, Retirement and Health Services. EDP would be ideal for this. Recommendation #2 in the Health Service Report deals with this in more detail and is included herein by reference.

6. Employees leaving City Employment for Disciplinary Reasons. It is recommended that the Retirement Board sponsor a Charter Amendment which will impose the same pension restrictions on policemen and firemen which are presently imposed on general employees by Charter Amendment "F" approved by the voters on November 8, 1966.

A policeman or fireman convicted of a felony or one resigning rather than appear before a Hearing Board should not be entitled to a full pension. He should be allowed to withdraw his contributions and the interest accumulated thereon or optionally take a pension that may be funded with his contributions based on his age at time of resignation or dismissal. The previous policy of providing full pensions should not be condoned.

Leonard E. Fregosi

Walton R. Smith

Alger J. Jacobs, Chairman

RETIREMENT BOARD (continued)

R E S O L U T I O N

- WHEREAS, The 1966 Grand Jury of the City and County of San Francisco is concerned over the unfavorable publicity being given the Retirement Board of the City and County of San Francisco as a result of persistently granting controversial disability pensions at great cost to the system, and
- WHEREAS, The recent granting of a disability pension to a patrolman (to mention one of many) has shocked the citizenry of San Francisco to the point that numerous telephone calls and letters of protest, indignation, and loss of faith in our retirement system have been received by the Grand Jury (as well as by members of the Retirement Board itself), and
- WHEREAS, Certain members of the Retirement Board have publicly expressed dismay and consternation that such a costly pension was granted at a meeting attended by only a bare majority of the board, and
- WHEREAS, The Retirement Board -- acting as it does as the Trustee for a multi-million dollar fund, created by contributions of employees, both present and retired, and the taxpayers of our Great City -- must at all times conduct itself in the same prudent manner as imposed on corporate and individual trustees by statute, judicial ruling and custom, and
- WHEREAS, The Grand Jury of the City and County of San Francisco questions that proper procedural rules and safeguards have been adopted by the retirement board to forestall a repetition of the aforementioned award, and
- WHEREAS, It is the belief of the Grand Jury that the framers of our Charter, in granting broad powers of management to the Retirement Board, intended that rules be established which would afford fair and equitable treatment to all concerned -- retirees, employees and taxpayers, and

NOW, THEREFORE, BE IT RESOLVED: That this Grand Jury recommends that the Retirement Board immediately adopt rules and regulations that will preclude the hearing of applications for, and the granting of sizeable disability pensions unless the application is heard at a meeting attended by at least six of the seven board members, and

BE IT FURTHER RESOLVED: That this Grand Jury recommends that the board also adopt such other temporary rules and

RETIREMENT BOARD (continued)

regulations which it deems necessary to re-establish itself as a just and prudent board in the eyes of the employees and taxpayers of this City having in mind that operational procedures relative to pension hearings and investment considerations should be brought into line with other public jurisdictions, and

BE IT FURTHER RESOLVED: That this Grand Jury recommends that the Retirement Board communicate with other commissions of the City and County for the purpose of establishing classes of employment which will allow the retention of employees with less than full working capacity but who are nevertheless able to perform a full day's work thereby reducing the number of disability pension considerations, and

BE IT FURTHER RESOLVED: That the Secretary of the Retirement Board be instructed to advise by letter the Foreman of the Grand Jury and the Chairman of its Retirement System Committee, no later than November 18th what action, if any, has been taken so that the Committee may finalize its 1966 report by November 21, 1966.

ADOPTED: November 7, 1966, San Francisco, California.

Horace W. Seaman, Foreman

Mrs. Clara C. Groezinger, Secretary

SAN FRANCISCO MUNICIPAL AND SUPERIOR COURTS

The Municipal and Superior Courts of San Francisco are located in the City Hall, Civic Center, and at the Hall of Justice, 850 Bryant Street.

There are 15 judges of the Municipal Court (salary \$23,000 per year) and 22 Superior Court Judges (salary \$25,000 per year). All are experienced lawyers with excellent records in their civilian life and all have participated extensively in civic affairs prior to their appointment to the judicial bench.

Jurisdiction of the Municipal and Superior Courts: The Municipal Court's jurisdiction in civil matters is limited to \$5,000 and in criminal matters to misdemeanors. It also conducts preliminary hearings to determine if there is reasonable cause to believe that a felony has been committed and that the defendant is guilty thereof. In addition, the Municipal Courts hear a large volume of small claims cases. Each Judge, on a day designated, also performs marriages.

The Superior Court jurisdiction in civil cases is for actions where suit is brought for \$5,000 or more. It also has the jurisdiction to try felony criminal cases, domestic relations, matters in equity, divorces, juvenile, and sits as the Appellate Court for appeals from the Municipal Court.

Congestion of Our Courts: Two additional Judgeships have been created by the Legislature for the Superior Court. It is felt that until these judges have been appointed by the Governor, that comment on the congestion of the courts in this report will be confined to the Municipal Court.

There is a large volume of cases now on the calendars of both the Criminal and Civil Departments. A glance of some of the statistics will disclose the ever-increasing volume of jury cases.

1962	883 jury demands
1963	969 jury demands
1964	900 jury demands
1965	1,125 jury demands
1966	(to date) 2,372 jury demands

In August of this year there were 379 cases awaiting jury trials in the Criminal Division and in November of 1966, 506. A majority of these cases were violations of Section 647 of the Penal Code (prostitution). There are two departments assigned for the trial of these

MUNICIPAL AND SUPERIOR COURTS (continued)

jury cases and it is impossible for each of these departments to handle more than two cases per week. It thus can be readily seen that it is impossible under the present procedures to completely eradicate this backlog of cases.

In addition, in the Civil Department for November of 1966, there were 630 cases on the jury calendar.

It must be recognized that a trial of a case by jury consumes three to four times more time than a non-jury case. The right of a trial by jury is guaranteed by our State Constitution in all criminal cases. As traffic violations, both moving and non-moving, are treated as misdemeanors, a jury trial may be demanded in these petty offenses.

In civil cases a jury trial is waived by the party unless it is demanded. This differs from the criminal cases where a defendant is entitled to a jury trial unless it is waived by him in person. The cost of juries in civil matters is borne by the party demanding the jury. In a criminal case the jury is paid by the taxpayer. However, the major expenses in both criminal and civil jury trial are the salaries of the judges, the clerks of the court, the court reporters, the bailiffs and other personnel. All of these attendant expenses are paid by the taxpayer in both criminal and civil cases.

Last year the Municipal Court concluded 22,322 civil cases and 1,012,695 criminal cases. Most of the criminal cases were for traffic violations. Approximately 120,000 new parking warrants are processed through the Police Department each year. Eighty percent of the warrants processed by the Police Central Warrant Bureau are for mere parking violations. This bureau is staffed by one Lieutenant of Police at \$1,000 a month, two Sergeants of Police at \$875 per month, 26 Patrol Officers at \$775 per month, and 20 Civilian Clerks at \$364 per month each. There are, of course, expenses of telephone, stationery, etc., also paid by the taxpayers. A great many of these traffic violators ultimately appear in court. The expense, therefore, of the conduct of the Traffic Warrant Department is closely aligned with the expense of the two Municipal Traffic Courts.

The large backlog of jury cases is caused by: (1) The increased number of traffic cases now requiring court hearings; (2) The increased number of demands for jury trials in misdemeanor and minor civil cases; (3) The use of preliminary hearings as means of discovery in felony cases.

In order to eliminate the congestion of our courts it is recommended that:

MUNICIPAL AND SUPERIOR COURTS (continued)

The right of a jury trial be eliminated in all traffic violations whether moving or parking, except those cases involving driving while under the influence of intoxicating liquor, hit and run cases, or those cases involving personal injury to those involved, and in those three classifications to permit a jury trial.

It is recognized that any attempt to either eliminate or limit trials by jury will immediately be met with opposition. It is believed, however, that if it is made known to the taxpayer that to continue our present jury trial system and procedures will require many additional courtrooms, new judges, additional deputy district attorneys and public defenders and a substantial increased personnel so that these new departments may properly function, and if the taxpayer is aware of the increase in taxes that must be borne by him, he will realize that the recommendations herein have merit.

The Judicial Council, created by the Legislature, is charged with the responsibility of surveying the conditions in the courts with a view of simplifying and improving the administration of justice.

The members of the Judicial Council include the Chief Justice and one Associate Justice of the Supreme Court, three Justices of the District Court of Appeal, four Judges of the Superior Courts, two Judges of the Municipal Courts, and one Judge of a Justice Court, four members of the Bar Association and one member of each house of the Legislature.

One of the duties of the Judicial Council is to submit to the Legislature recommendations for changes in existing laws relating to practice and procedure.

The problems of congestion in our courts and the tremendous case load is now the subject of study by the Judicial Council, by committees of the Bar Association, and by law writers. The Judicial Council is now studying a recommendation to make certain traffic violations traffic infractions and thus remove them from the category of crimes. The Judicial Council is now considering the recommendation to the State Legislature to modify the present law to conform to their studies.

It is the recommendation of this committee that the 1966 Grand Jury give its utmost support to the Judicial Council in their recommended reforms.

This committee wishes to acknowledge the cooperation and assistance received from the Honorable Gerald S. Levin, Presiding Judge of the Superior Court, the Honorable George E. Maloney, Presiding Judge of

MUNICIPAL AND SUPERIOR COURTS (continued)

the Municipal Court, and a special acknowledgement to the Honorable Harold C. Brown, Judge of the Municipal Court, whose guidance and research has been the basis of most of this report.

LAW LIBRARY

The Law Library, under the direction of Mr. Harold E. Rowe, is a credit to the City and County of San Francisco. Approximately 185,000 volumes are housed on the fourth and fifth floors of the City Hall. An additional 30,000 volumes are maintained in a working library in the Mills Tower building.

The Law Library has a staff of 14 employees, but the salaries of only three, the librarian, the assistant librarian and the book-binder, are paid by the city. The other employees, usually law students, are paid from funds administered by the Board of Trustees which derives its funds from a portion of the fee when a case is filed.

The Law Library is quite crowded with stacks to the ceilings. Approximately 40,000 volumes are maintained in rooms vacated by other departments on the fifth floor.

In another five years the Law Library will be so crowded that its efficiency will be impaired. If and when a new Court House is constructed, it is recommended that adequate space be provided for a new and modern Law Library.

NEW COURT HOUSE

The courts of the Criminal Departments, both Municipal and Superior, are located in the Hall of Justice, a building with excellent accommodations. The Civil Departments are located in the City Hall and these quarters are entirely inadequate for an efficient performance of the duties of the judges.

For many years the Court's Committee of the Grand Jury has pointed out the need for a new Court House. San Francisco is the only county in California that does not have a Court House.

The inadequacy of the City Hall, which was not designed for court rooms, is quite apparent. Jurors, litigants and lawyers intermingle in the corridors, which is an undesirable situation.

A bond issue for a new Court House has been submitted to the voters on several occasions, and while a majority of the voters were in



MUNICIPAL AND SUPERIOR COURTS (continued)

favor of a new Court House, the required two-thirds majority was not attained.

It is recommended that a bond issue for a new Court House again be submitted to the voters.

Miss Rita M. Leveira

Mrs. Delanie M. Kilduff

Walton R. Smith, Chairman

ADULT PROBATION DEPARTMENT

The Adult Probation Department supervises probationers, makes pre-sentence investigations and collects fines and funds for failure to provide for dependents,

For several years this department has been understaffed. Although five additional probation officers were added to the staff this year, the department is still understaffed.

The Family Support Division has a staff of nine and last year collected \$1,017,881. There still remains on the books over a million dollars in collectible funds primarily because of an inadequate staff.

It is recommended that three probation officers be added to the Family Support Division. The cost for adding three probation officers would be approximately \$40,000.00 whereas the funds collected should increase at least \$250,000.00. It is false economy not to increase the staff in the Family Support Division.

In the examination of accounting procedures by the John F. Forbes Company, it was pointed out that, "No control is maintained over receivables for amounts ordered collected by the courts. The detailed records of uncollected amounts are tabulated annually."

There are only three employees in the Accounting Department with collections of approximately \$1,300,000 per year. It is recommended that the staff be augmented so that a trial balance of receivables can be prepared monthly, balanced to the Control Accounts and submitted to the Chief Probation Office for approval.

The Adult Probation Department pays its own way and an increase in the budget for additional employees will be offset by collections amounting to many times the amount of the budget increase.

NALLINE CLINIC

This department, established in 1959, provides a Nalline test for probationers to indicate whether narcotics are being used.

Statistics for the past seven years indicate that of the probationers willing to submit to this test, less than 10% return to the use of "heavy narcotics."

NALLINE CLINIC (continued)

It is recommended that the Courts make it compulsory for any defendant with a history of drug or narcotic usage to submit to this test. The program would be of value not only to the user but to the community in helping to control the problem of drug usage in the city.

Miss Rita M. Leveira

Mrs. Delanie M. Kilduff

Walton R. Smith, Chairman



LIBRARIES

Effective Public Library Service is based on having sufficient books and other materials, a dedicated, qualified staff and attractive and functional physical facilities. If the use of Library facilities is to be increased, and the utility improved, all must be of constant concern.

The Public Library System serves the entire city and county of San Francisco. To accomplish this the library system is divided into a Main Library at the Civic Center and 26 branches strategically placed throughout the city. In areas where there is no means of present facilities the Library has a bookmobile that travels to these areas on a regular schedule.

During the current fiscal year, the book appropriation reached a new high of \$650,000. This made possible the purchase of many of the required new volumes and definitive works; although it must be understood that the requirements could not all be acquired.

The calibre of the staff is continually being improved by recruiting graduates from library schools. Close cooperation with the Department of Social Services in work-training programs and the Neighborhood Youth Corps has helped to provide library staff and training to those participants, many of whom have gone on to full-time employment in private industry. All of these have demonstrated a sense of keen awareness of the public's needs and desires to utilize library resources.

The physical plant resources have been improved and increased with the construction of several neighborhood branches. This makes library service more conveniently available to large numbers of citizens who reside in the areas. On September 2, 1966, Mayor Shelley officiated at the ground-breaking for the permanent Excelsior Branch. This facility, when completed, will be the largest library extension completed in San Francisco since World War II with an ultimate capacity of over 52,000 books.

It is noted that some of the older structures, including the Main Library, are in need of major repair, maintenance and modernization. The main branch is totally inadequate for present needs, let alone future requirements. The structure was designed to hold 400,000 volumes. It has been modified to increase that capacity to 582,000 volumes, but only at the expense of public seating space and a meeting room. The ultimate capacity will be reached in the forthcoming 1967-68 fiscal year.

LIBRARIES (continued)

RECOMMENDATION

It is the recommendation of this committee that a projected system of Branch Library renovation be started to bring old structures to better utility. It is also recommended that a program be established to enlarge those which are now in neighborhood areas where increases in population and usage has been noted.

It is also recommended that a new Main Library be constructed which will house the needed volumes in the required capacity, and also provide the necessary seating capacity and meeting rooms.

Mrs. Delanie M. Kilduff

William A. Ferenz

James Topolos, Chairman

THE POUND

SOCIETY FOR THE PREVENTION OF CRUELTY TO ANIMALS:

The S.P.C.A. is a non-profit organization which provides to the people of San Francisco the service of caring for and protecting their pets; these vary from the odd and unusual to the small and the large.

Most citizens only see a limited range of the work of the S.P.C.A. when an emergency car is dispatched to an injured animal, or when it is necessary to free a trapped animal from some precarious position such as a pole or tree, or jammed between buildings. It is suggested that the citizens of this City make a tour of the facilities and observe the many other functions and activities of this very dedicated group of workers.

In July of this year an Ordinance was enacted which allows the humane removal of pigeons from the City, thus adding an additional responsibility to the S.P.C.A.

Financial assistance to the Society comes from monies that are collected as fees for the licensing of pets which is made available to them through the City and County of San Francisco. Other work is carried on through donations, gifts, etc.

Mrs. Delanie M. Kilduff

William A. Ferenz

James Topolos, Chairman

WAR MEMORIAL

Members of the 1966 Grand Jury Committee made a tour of the War Memorial Complex in Civic Center observing the facilities provided there.

We found that a systematic refurbishing has been in process where 1300 seats in the Orchestra Section and 275 seats in the Grand Tier were refurbished, the Rotunda of the Art Museum was modernized as well as the acquisition of 500 new seats for the Art Museum's lecture hall.

We have also noted that events scheduled here have been increased. Both the Opera and Symphony Seasons have been extended. This tends to create a problem of accommodating road show attractions.

RECOMMENDATIONS:

It is the recommendation of this committee that funds be made available to allow the continuation of the excellent refurbishing of these buildings which are an asset to the City and County of San Francisco.

It is further recommended that the scheduling of Operas and Symphonies be continued as was done this year, and that additional funds be provided to construct an additional facility such as a Performing Arts Building. The logical location for such a structure is immediately behind the present Opera House on the west side of Franklin Street between Grove and McAllister Streets. It is our understanding that this has been designated as a redevelopment area and would be an ideal location for this expanded facility.

Mrs. Delanie M. Kilduff

William A. Ferenz

James Topolos, Chairman

BOARD OF PERMIT APPEALS.

The San Francisco Board of Permit Appeals is a Commission composed of five members appointed by the Mayor. This Board of Review, composed of laymen, provides the citizens a method of review that is inexpensive to the litigant, and gives each citizen a simple means of protecting his rights at a full and open public hearing.

The theory of this Board is in keeping with the City's system of checks and balances to preclude the possibility of an unjust or unfair administration of municipal codes, statutes, etc. The litigant does not have to resort to retaining expensive legal counsel, and has the right to appeal from any City permit issuing department that has denied said citizen a license or permit.

After full hearing, the Board may, by an affirmative vote of four members, overrule the involved City Department, or may concur with that Department. The majority of appeals emanate from the granting or denial of permits by the Department of Public Works, Planning, Health, Fire and Police Commissions.

The matters that come before this Board are varied in kind as well as in degree. The review powers of the Board are granted under the Charter. Observation of the Board at its meetings reveals that its members rely on the expert ability of individual department representatives; this, together with the demonstrated capability of the members that compose the Board, assures the litigant a fair and impartial hearing. It is interesting to note that in 36 years of operation, the Board has won many cases in the Courts: Superior and Supreme, both on the State level and Federal level. Records indicate that the decisions of the Board have been upheld in all but about two during these years; an extremely good record.

The Board of Supervisors has authorized the use of an official court reporter in the hearings before the Board of Permit Appeals and this recent authorization will be made effective before the end of this calendar year.

William A. Ferenz

James Topolos, Chairman

JUVENILE DEPARTMENT.

The Committee on the Juvenile Department has made many trips to the Juvenile Home and have met with Judge Raymond J. O'Connor, Elmer J. Gaetgen, the Acting Chief Probation Officer, Mr. Robert Foote, Acting Superintendent, and other departmental heads. The Committee has also visited the Log Cabin Ranch at La Honda.

In April of this year Judge Raymond J. O'Connor was criticized for his alleged harsh handling of the children in the Juvenile Courts. The Grand Jury made its investigation and unanimously decided to commend Judge O'Connor in the form of a proclamation on his behalf for the fair manner of applying punishment to offenders.

We feel that this Department has made progress in its efforts to curb juvenile delinquency and in providing care and finding suitable homes for dependent children.

The following are statistics from the Police Department. Police contacts with juveniles in the first six months of 1965 are shown to be 9,264. Police contacts with juveniles for the first six months of 1966 are listed as 7,521, which reflects a drop of 1,743 less contacts with juveniles during this period.

COMPARISON ON POPULATION - ADMISSIONS AND LENGTH OF STAY.

	First Nine Months of 1966	First Nine Months of 1965	PERCENT CHANGE 1966
<u>JUVENILE HALL</u>			
Average daily population	331.2	330.8	+ .01
Delinquent boys	186.1	171.6	+ 8.4
Delinquent girls	63.5	61.2	+ 3.8
Dependents	81.6	98.0	- 16.7
<u>ADMISSIONS</u>			
	4,982	4,825	+ 3.3
Delinquent boys	3,117	3,019	+ 3.2
Delinquent girls	1,060	997	+ 6.3
Dependents	805	809	- 0.5
<u>LENGTH OF STAY</u>			
	<u>DAYS</u>	<u>DAYS</u>	
Delinquent boys	16.3	15.5	+ 5.2
Delinquent girls	16.3	16.7	- 2.4
Dependents	27.7	33.1	- 16.3

JUVENILE DEPARTMENT (continued)

COMPARISON ON POPULATION - ADMISSIONS AND LENGTH OF STAY (continued)

	<u>First Nine Months of 1966</u>	<u>First Nine Months of 1965</u>	<u>Percent- Change 1966</u>
<u>NEW DELIVERIES TO CALIFORNIA YOUTH AUTHORITY</u>	119	181	- 34.3
Boys	83	139	- 40.3
Girls	36	42	- 14.3
<u>DEPENDENT CHILDREN</u>			
Intake Referrals	1,312	1,340	- 2.1
Petitions filed	648	582	+ 13.4
Average number supervised	2,742	2,722	+ 7.3

LAW ENFORCEMENT AND REVIEW BOARD

Judge O'Connor established a Law Enforcement and Review Board consisting of three members who serve on a rotating basis- one representative of the Juvenile Hall Staff of Counselors, one representative of the Probation Department, and the third a Referee. The present policy of the Court requires that petitions be filed on behalf of all minors who are charged with an act which constitutes a felony. Under the law, if the facts are established and proven, the formal hearing of their cases must be held within fifteen judicial days. When the matters is heard, the Judge or the Referees may return the child home under supervision of a Probation Officer, place the child in a boarding school, commit to Juvenile Hall for a period not to exceed 90 days, commit to Log Cabin Ranch School, or commit to the California Youth Authority.

If the child while in Juvenile Hall demonstrates by his attitude, his conduct and his willingness to admit his responsibility for his own acts, he becomes eligible for review of his case, if his or her counselor in Juvenile Hall and his Probation Officer so recommends to the Review Board.

This Board meets weekly to consider the possibility of giving special consideration to a youngster, either a boy or girl, for an early release or modification of his commitment for behavior and a change of attitude during his or her stay in Juvenile Hall. A minor committed to Juvenile Hall for 30, 60, or 90 days for a delinquent act, may be released after a stay in Juvenile Hall of at least one-third of the time of his commitment upon the recommendation of a Juvenile Hall staff member and his or her Probation Officer and approval by a two-thirds vote of the Review Board.

JUVENILE DEPARTMENT (continued)

LAW ENFORCEMENT AND REVIEW BOARD (continued)

In addition, if a boy is committed to the Log Cabin Ranch, or a boy or girl is committed to the California Youth Authority, such commitment may be stayed upon a similar recommendation and review by the Board.

MARGINAL CHILDREN:

Marginal children are children who are emotionally disturbed and who also may be functioning at a retarded level.

Normally, 50 to 60 marginal children are handled at Juvenile Center.

Emotionally disturbed children who are at the Juvenile Center should not be mixed with the normal children.

Immediate community planning is needed for this group, as Juvenile Hall, a temporary placement facility, is being improperly used as a long-term residential treatment center for these children

These children need special care, which is not available at Juvenile Hall.

RECOMMENDATIONS:

A place should be developed for these children to stay:

- (1) Group homes with professionally trained personnel
- (2) There should be a diagnostic treatment center where these children could be helped
- (3) Establishment of a day-care rehabilitation treatment center for the emotionally disturbed children.

DEPENDENT CHILDREN

An attempt is being made to shorten the time lapse between the commitment of a dependent child in the Juvenile Hall for placement by one of our placement agencies (Department of Social Service, Catholic Social Service, etc.), and the actual placement of a child in a foster home or boarding school. Judge O'Connor has now made it mandatory that a six weeks continuance date be given at which time a Probation Officer must report to the Judge or Referee what action has been taken so far by the Welfare Worker in effecting a placement for the child. If the child has not been placed at the end of twelve weeks, the matter is placed on the calendar, and the Welfare Worker is asked to appear and to report to the Court the reason for the non-placement of the child.

JUVENILE DEPARTMENT (continued)

ADMINISTRATION BUILDING

There is a shortage of office space for Probation Officers, and make-shift arrangements have had to be made for providing offices. The City Architects are developing a plan for the remodeling of the third floor, which would provide an additional twenty-one offices for the Probation Officers.

RECOMMENDATION

That the plans be studied as to practicability and cost, and suitable action taken.

MEDICAL OFFICER

There has not been a full-time Medical Director assigned to the Juvenile Center. Current salary for this position is \$1,490.00 per month, and has not been sufficient to attract a doctor to this position.

RECOMMENDATION

That the Civil Service Classification be raised so as to attract a qualified doctor for this position.

OVER-CROWDED DETENTION AREAS

The detention areas for the children are over-crowded, which makes it necessary to add a third child to a room which was meant for only two.

RECOMMENDATION

Additional facilities would aid in easing the over-crowded problem.

JUDGE OF THE JUVENILE COURT

It is recommended that the Judge of the Juvenile Court be appointed for a term of two years, and at the end of his term the Judge could be re-appointed for an additional two years, but should not serve more than four years.



JUVENILE DEPARTMENT (continued)

1966 - 1967 BUDGET

We have examined the budget for the Juvenile Hall for the fiscal year 1966-1967. We noted important items which were needed were not approved.

RECOMMENDATION

When the budget is submitted for the fiscal year 1967-1968, that due consideration be given for the adoption of the budget.

LOG CABIN RANCH

The Grand Jury has visited The Log Cabin Ranch in La Honda. We were impressed with the operation of the Ranch and its Director, Mr. Edward Chay.

William A. Ferenz

Alger J. Jacobs.

Edward G. Zelinsky, Chairman



DEPARTMENT OF THE SHERIFF

This Grand Jury Committee to the Department of the Sheriff carried out its designated duties under the Penal Code. The Committee visited the Office of the Sheriff and discussed the operations of the Sheriff's Department with the Sheriff, Matthew C. Carberry. Particular attention was given by the Committee to the inspection of the County Jails and facilities. Also, the Committee reviewed with Sheriff Carberry the administrative procedures under the directions of his department.

The Committee was aware of the various articles in the daily press pertaining to conditions at County Jail Number Two, located at San Bruno. The Committee discussed these matters with the Sheriff. After considering the duties and powers of the Grand Jury under the Penal Code, this Committee suggested to the Grand Jury that the services of the Department of Corrections would be requested in preparing a report on the jails. The Committee felt that the Department of Corrections was professionally equipped to handle this situation and would produce an objective report that could be considered as the basis of the Committee's program in evaluating conditions and operations at the County Jail.

In line with the suggestion of the Committee, the 1966 San Francisco County Grand Jury made the necessary request to the California State Board of Corrections. The Board had made a previous report in 1962, and the Grand Jury asked that this report be updated in light of present conditions. The Committee felt that this Board would make an impartial study, make recommendations based on merit, and provide an objective report upon which the Grand Jury Committee could base its investigation.

The State Board of Corrections, under the direction of Chairman Richard A. McGee, formed a survey team so as to answer the request of the 1966 San Francisco County Grand Jury. The following persons from the Department of Corrections made up the survey group:

Robert Del Pesco, Chief, Community Correctional Service
Murray Hannon, Field Representative /Division
John W. Pederson, Field Representative
Charles E. DuBois, Departmental Food Administrator
James W. Cates, Assistant Regional Parole Administrator
George H. Winter, Field Representative
Virgil LaCornu, Youth Authority

DEPARTMENT OF THE SHERIFF (continued)

In addition to this established group, an additional investigation was made on October 27, 1966, by the following persons representing the Department of Corrections:

Walter Dunbar, Director of Corrections
Fred R. Dickson, Chairman of Adult Authority
Sheriff Michael N. Canlis, of San Joaquin County
Dr. Phillip McNamara, Chief Medical Officer, San Quentin
Walter L. Barkell, Executive Director, Board of Corrections

The Department of Corrections presented their report on November 1, 1966, to the San Francisco County Grand Jury. As indicated to the Grand Jury, the report is based on data assembled through conferences with various city and county officials, public and private agencies, inspections of the city prison and all county detention facilities, observation of custodial procedures during 24 periods, and a review of the records and documents pertaining to the operation of the County Jails in this County. Also, statutory provisions and standards established by the Board of Corrections for Adult Detention Facilities were applied as guide lines in determining the requirements for the County Jails.

This Grand Jury Committee has reviewed the report of the Department of Corrections and, in line with the directions of the Penal Code, has further conducted its own investigation into matters concerning the County Jails and the Department of the Sheriff. With all due respect for the report and the members of the Department of Correction who prepared it, the Grand Jury Committee made an independent survey, which it is required to do under the Penal Code.

This Grand Jury Committee has endeavored to direct the recommendations of the Board of Corrections to the ultimate goal of bringing about a sound administrative development along with plans for an effective program for the handling of detained offenders, and with the thought in mind of effecting some degree of rehabilitation during confinement.

The Sheriff's Committee of the Grand Jury has carefully studied the report of the Board of Corrections, and has unanimously accepted it, as have the members of the Grand Jury as a whole.

RECOMMENDATIONS:

1. The Sheriff, the Mayor, and the Board of Supervisors make a study of this report, copies of which have been furnished to them, and act upon the emergency situations that require prompt and immediate attention.

DEPARTMENT OF THE SHERIFF (continued)

2. Increase the custodial staff at County Jail Number Two at San Bruno to bring operation facilities at least up to the minimum requirements for safety and security at the earliest possible date.
3. The medical and sanitation services at County Jail Number Two should be programmed so as to bring about immediate and continuing improvement.
4. The installation of double showers and hot water for bathing and washing in each wing or tier at County Jail Number Two.
5. The immediate procedures necessary to bring the food, clothing, and bedding up to the minimum standards required by the State Code on "minimum jail standards."
6. The immediate discontinuance of the use of round "pie plates" and the use of compartmentalized trays.
7. The food and menu standards for staff and inmates should be the same.
8. The establishment of a central facility for feeding.
9. The providing of warehouse facilities outside County Jail Number Two at San Bruno.
10. The employment of two additional stationary engineers, two additional storekeepers, and two laundrymen at San Bruno. These employments to be provided at the earliest possible date.

The following recommendations based on the report by the State Board of Corrections are important and should be put into practice at an appropriate time and as the budget funds are made available:

1. The Department of the Sheriff should periodically make a full review of the jail administration in the City and County of San Francisco. The following areas should receive special consideration in this review:
 - a. Security programs;
 - b. Business services;
 - c. Health and sanitation;
 - d. Rehabilitation.
2. A study should be made and plans prepared regarding the establishment of a Security Ward at the San Francisco General Hospital.

DEPARTMENT OF THE SHERIFF (continued)

3. All vehicles in the Department of the Sheriff assigned to the jails should be equipped with 2-way radios, and any additional vehicles needed for the proper and safe transportation of inmates to courts, hospitals, etc., should be acquired.
4. Design methods for maintaining the jail library on an updated basis and make the library facilities more accessible to the inmates.
5. Develop the "Furlough Program" to a more effective stage so as to reduce the costs required to operate the County Jail System.
6. Institute a formalized training program for personnel of the Sheriff's Department. A formalized training program is especially needed in the San Francisco County Jail System. This lack of an adequate training program is one of the basic causes for poor attitudes and low morale.
7. Correct the inadequate salary conditions that may exist so that there will be a personal incentive to do a better job on the part of the jail personnel, and also so that there will be incentive for the jail personnel to make a career of their work in seeking promotional opportunities.

With the addition of the new employments recommended by the State Board of Corrections, the various services, and vital recommendations, Sheriff Matthew C. Carberry could quickly expand his programs in the field of supervision, work program, and education within the jails.

For the past eleven years, the Department of the Sheriff has administered the custody of more than 100,000 prisoners (more than 25% felons), has processed more than 200,000 documents through the Civil Division, has performed deputy duties in all of the Superior Courts - civil and criminal, has transported hundreds of prisoners throughout the State, and has performed many other legal functions in the preservation of law and order. Through all of this work, the Sheriff has had outstanding loyalty from the officers and staff of the Department. In the many years that he has held office, Sheriff Matthew C. Carberry has received favorable comment and praise from many of the Grand Juries. We would like to quote a few of the comments of previous Grand Juries:

1964 Grand Jury: "Dedicated and capable personnel and doing an outstanding job in the most difficult area and are experiencing some success."

DEPARTMENT OF THE SHERIFF (continued)

1965 Grand Jury: "We feel the Sheriff's Office is doing an efficient job in spite of its handicaps in personnel."

1959 Grand Jury: "This Department has been handicapped for a long time and the Sheriff has found it extremely difficult to get relief in his budget. The Sheriff most certainly should be commended for the outstanding and efficient manner in which his department is conducted."

We are aware that Sheriff Matthew C. Carberry does not want just praise, to which we feel he is entitled, but he wants and deserves more action, and rightfully so.

Actually, since 1962-1963 when the Downtown Jail at the Hall of Justice opened in January, 1962, and all presentenced felons moved to the Downtown Jail at the Hall of Justice, the Sheriff requested for Jail Number One an increase of 12 on the staff. Only through the recommendations of the 1962 Grand Jury in calling in the State Board of Corrections to investigate was the Sheriff's Office able to secure an additional eight in the staff and the following year three more, making a total of eleven. However, since 1960-1961, for Jail Number Two at San Bruno, the Sheriff has requested an additional two in the staff for the past 6-1/2 years, and has always been denied any increases.

DEPARTMENT OF THE SHERIFF (continued)

THE FOLLOWING TABLE SHOWS THE NUMBER OF EMPLOYMENT REQUESTS MADE BY THE SHERIFF AND THE NUMBER ALLOWED IN THE BUDGET FOR DOWNTOWN JAIL #1 AND JAIL #2 AT SAN BRUNO FOR THE YEARS FROM 1955 THRU 1967.

NEW EMPLOYMENTS

	<u>JAIL #1</u> (Downtown) Built in 1962		<u>JAIL #2</u> (San Bruno) Built in 1934	
	<u>Requested</u>	<u>Allowed</u>	<u>Requested</u>	<u>Allowed</u>
1966 - 67	3	0	2	0
65 - 66	3	0	2	0
64 - 65	3	0	2	0
63 - 64	8	3	2	0
62 - 63 *	12	8	3	0
61 - 62 *	3	0	2	0
60 - 61	2	0	2	0
59 - 60	3	0	4	2
58 - 59	3	0	4	0
57 - 58	3	0	6	2
56 - 57	3	0	5	0
55 - 56	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>
	46	11	35	4

* New downtown jail at Hall of Justice (maximum security) opened January, 1962. When new employments were added, all pre-sentenced felons moved to downtown jail.

DEPARTMENT OF THE SHERIFF (continued)

SUMMARY:

This Committee has endeavored to be brief and concise, but crystal clear. It does not take much imagination to picture the possibilities in case of fire, riot, accident, or sudden illness of a guard on duty, particularly at County Jail Number Two at San Bruno, with the present inadequate staff.

Therefore, in the interest of safety, it is imperative that your Sheriff receive an upgraded number of Deputies and staff suggested by the State Board of Corrections.

It is high time that "City Hall" stop pushing the Sheriff's budget request "down the drain." What is needed is that the Sheriff should be given good and sound action of an increased budget. Those in high authority at "City Hall" should stop this "penny wise and pound foolish" attitude and taking the easy way out. They should look deeply into the situation and take proper action before something, now unforeseen and yet probable, drastic and harmful happens.

In carefully evaluating our study, we feel that the report from the State Board of Corrections is the solution and in fact "a blessing in disguise" in solving the San Francisco County Jail problems.

The Honorable Mayor and the Board of Supervisors can and must resolve this matter at once. Give the Sheriff a realistic budget once and for all times to solve the problems that now exist, and make these corrections so badly needed a reality.

This action to be immediate and appropriate in tightening security and discipline in our County Jails. Also, to provide an atmosphere in the jail conducive to the rehabilitation of the many inmates. Such an atmosphere will in the long run be a saving of public money and the solution to the problems facing our San Francisco County Jails. Only with the proper tools can Sheriff Matthew C. Carberry and his dedicated deputies and staff do the job for the good and safety of all concerned in our City and County of San Francisco.

Raymond W. Rivers

Henry Rosenthal

Sidney H. Kessler, Chairman

ASSESSOR

The Assessor's Office has been faced with many problems this year. Under Court order the Assessor is proceeding with two major programs:

1. The reassessment of all real estate in the County. Covering 155,000 parcels of land, this must be completed by the first Monday of July. Assessment is as of the first Monday in March.
2. Two phases of auditing business properties with the County. Phase 1-- covers all firms mentioned in the trial of the former Assessor or appearing in Grand Jury transcripts. Covering 150 firms this is about 75-80% completed. Phase 2--the audit of all firms in the County over \$150,000 assessed valuation. Covering 750 firms this phase is 35-40% completed.

Although outside assistance, including private CPA firms and teams from the State Board of Equalization and the Attorney General's Office, have been engaged in Phases 1 and 2 of the business audits, the work load of the office has been very heavy.

The present permanent staff numbers 141, and due to the seasonal nature of the work, it is usual to employ about 100 temporary employees from January to July each year.

There is a serious space problem in the office. The permanent staff works under very crowded conditions.

RECOMMENDATIONS:

That every consideration be given to making more space available for the Assessor's office. It is also noted that some of the office equipment is obsolete; however we feel that space is the primary problem and should have priority.

The office has undergone much reorganization this year and the Assessor is working closely with the Electronic Data Processing Division. This department is especially well-suited to extensive use of EDP and will benefit considerably as the system is expanded.

Leonard V. Jones

Martin J. O'Dea

Miss Rita M. Leveira, Chairman

DEPARTMENT OF PUBLIC WORKS

This Department is under the Chief Administrative Officer. It has 1700 employees in several bureaus.

THE BUREAU OF ENGINEERING is responsible for the design and construction of our streets and sewers system. It recommends street channelization, traffic signals, stop signs, parking restrictions and one-way streets. It also does engineering for the Recreation and Park Department.

THE BUREAU OF ARCHITECTURE is responsible for the design and construction of new City buildings. It provides the designs for modernizing and remodeling existing City buildings. The activities of the Bureau are divided into two separate but related functions, basically: (a) preparation of plans, specifications and estimates, and (b) supervision of construction.

THE BUREAU OF BUILDING INSPECTION recommends the issuance of permits for and inspects new construction of and alteration of privately owned buildings. The permits relate to minor alterations in a home and to towering office buildings such as the 43-story Wells Fargo Building. The Bureau is self-supporting, deriving its support from the payment of permit fees.

MAINTENANCE AND OPERATION consists of four bureaus:

(a) The Bureau of Street Repair maintains approximately 850 miles of streets, 1700 miles of curbs, three bridges, the Broadway Tunnel, and various underpasses and overcrossings. It operates the City's asphalt plant.

(b) The Bureau of Building Repair is responsible for the maintenance of 320 public buildings, including firehouses, hospitals, police stations, libraries, jails, the City Hall, Civic Auditorium, Hall of Justice and health centers. It paints center lines and crosswalks on our City streets. Many crafts are represented in this Bureau including carpenters, steamfitters, painters, plumbers, sheetmetal workers, glaziers, electricians and locksmiths.

(c) The Bureau of Sewer Repair and Sewage Treatment is responsible for operating and maintaining of the sewer system, thus safeguarding the health of our citizenry.

(d) The Bureau of Street Cleaning and Planting is responsible for the cleaning and beautification of our streets. The Tree Planting

DEPARTMENT OF PUBLIC WORKS (continued)

Division plants and maintains landscaped areas in street center islands, such as along Portola Drive, Geary Boulevard and Van Ness Avenue.

THE ADMINISTRATIVE BUREAUS of the department devote their primary attention to the technical and legal aspects of governmental operations such as proper expenditure of public funds, proper procurement procedures, job classifications, interpretation of work rules, contract administration, deposit of funds, assembly of budget requests, accounting for funds, payrolls, timerolls and administrative services to the operating bureaus. There are three departments under this bureau.

(a) The Bureau of Accounts is responsible for the control of purchase order requisitions and inventories, automotive expenditures, work order job costs and invoicing, side sewer job deposits and refund accounts, refundable trust fund deposits, State gasoline tax subventions and bond fund accounts, capital improvement accounts for the General Fund, the Recreation and Park Department Fund, the cash revolving fund, budget preparation and controlling accounts, and the supplying of clerical service to all of the maintenance and operation bureaus.

(b) The Central Permit Bureau issues all permits, collects permit fees and deposits, and maintains a record of all permits issued.

(c) The Bureau of Personnel Administration handles the personnel function of the department, including requisitions for new employees, job classification studies, preparation of timerolls, disciplinary actions and grievances.

RECOMMENDATIONS:

Our Committee makes the following recommendations:

(1) That the Engineering Department conduct a survey to ascertain the cost of replacing our present obsolete single sewer system with a dual system; one designed to carry rain runoff and one to handle normal sewage. With our present single system, drainoffs from heavy rainfall combined with sewage disposal cannot be handled by our disposal plants, resulting in pollution of ocean and bay. A dual system would carry off rain runoff separate from our sewage disposal, thus eliminating contamination of the bay or ocean. Cost of the dual system has been estimated at 1.6 billion dollars. Delay in effecting this project will multiply costs.

(2) Location of the various departments of the Public Works in one area to provide efficiency and savings to both the applicant and the City.



DEPARTMENT OF PUBLIC WORKS (continued)

(3) Any major street repair or renovation shall be done on a round the clock basis until work is completed. This will lessen traffic congestion and reduce accidents during the peak hour.

(4) Resurface the street and parking area parallel and north of the Marina Boulevard between Scott and Webster Streets. This area is used by San Franciscans and out-of-town visitors who park and watch the many ships arriving and departing from our port. Present conditions are a disgrace and unsafe.

COMMENDATION:

Myron Tatarian is a dedicated, devoted and effective director of this department.

Frank C. Colridge

Thomas W. Handley

William A. Ferenz, Chairman



M. H. DE YOUNG MEMORIAL MUSEUM

DOCENT COUNCIL

The Docent Council of the de Young Museum, originated by the Auxiliary of the de Young Museum Society, was granted \$31,121 by the Junior League of San Francisco, Inc., to be used over a 3-year period for the purpose of diffusing its program of conducting Museum tours for the public.

Approximately one hundred volunteers completed an intensive 24-week course in Oriental Art, held in the Museum by recognized authorities in the field. Since the opening of the Museum's wing for Asian Art, the Docent Council has been offering 12 tours a day, five days a week, for the general public, free of charge. On the average, there have been 25 to 30 people on each tour.

SYMPOSIUM

A major international symposium of Oriental Art Experts convened in the Museum on August 29, 1966. About 250 scholars, professionals, and connoisseurs from around the world gathered for lectures and discussions - for the direct interchange of information and opinion. The Symposium was organized by the Committee on the Avery Brundage Collection under the Chairmanship of Museum President Richard S. Rheem. Funds in the amount of over \$122,000 were raised from private subscription, supplemented by special grants from the JDR Third Fund and from the Asia Foundation. As a result, the Symposium was able to establish the collection in the eyes of the scholarly world and to draw attention to San Francisco as a center for Oriental Studies.

ATTENDANCE

Museum attendance for the fiscal year was nearly 1,000,000. As is normal, the attendance during the summer months increased dramatically, as visitors from outside the Bay Area poured into the Museum. In the weeks following the opening of the Avery Brundage Collection, general attendance rose approximately 85% over the same period a year ago. This vast increase produced an even greater burden on the Museum's staff.

CHILDREN'S PROGRAM

The summer Children's Art Program had an enrollment of 907 children, each attending class once a week. In addition, special tours were

M. H. DE YOUNG MEMORIAL MUSEUM (continued)

given to 300 culturally deprived children from the Donaldina Cameron House Day Camp Program. A parade and reception for the children and their parents was held at the Museum at the end of the summer in order to display the work made during the session. In part due to the publicity and the success of this event, many more people became aware of the Museum program, and the mailing list was expanded from 900 to 2,500 during the fall. Many adults became interested through the work being done with the children. As a result, the fall program opened four clases to adults: Oil Painting, two sessions of two sections each: Art Methods and Materials; and Graphic Games. Classes for children include: Sketching and Painting; Clay and Construction; Puppets, Masks, and Costumes; Drama and Dance; Ceramics and Sculpture; Oil Painting (for teenagers). The Program takes children ages 3-1/2 to 18 as well as adults. The Education Department gives group tours of the Museum by request. The Curator of Education is participating on the Advisory Board of Title III, the planning grant for Federal funds to education.

PARKING AREA

The Museum is in desperate need of an adequate parking area. In the space previously occupied by a warehouse, since torn down, there exists at present an unsightly mud hole. The Park and Recreation Department, under whose aegis the parking area falls, has been asked to urge the City to provide a planned parking area incorporating landscaping and certain architectural pieces surviving from demolition of San Francisco landmarks.

GREEN ROCMS

One of the finest collections of old masters on the West Coast, that belonging to Judge and Mrs. Green, has been willed to the de Young Museum. This collection can be conservatively evaluated at \$5 million on the market today. The collection formerly had been willed to the Los Angeles County Museum of Art and, in fact, the Greens had set up five fine French 18th Century Period rooms in that museum to receive their collection. Because the museum did not move these rooms to their new facilities, the Greens withdrew their offer of their collection. The Los Angeles County Museum returned ownership to the Greens, who in turn have offered them to the de Young Museum. Transportation of the rooms to San Francisco has been privately financed, but no funds are now available to install these rooms in the Museum. The \$250,000 requested by the de Young Museum from the City and County of San Francisco might well be considered an essential minimum outlay to guarantee the Green collection for this City. The collection to be donated would be a superb acquisition for the Museum which would greatly enhance its

M. H. DE YOUNG MEMORIAL MUSEUM (continued)

fame and educational value. A list of items comprising the Green collection is attached.

NEW BUILDING

The City Planning Commission has recommended a bond issue to replace the totally inadequate east wing of the Museum. The deterioration of this section necessitates costly annual repairs and leaves a great deal of the Museum's Western collection in galleries which could easily be swept by fire. Museum records, no other copies of which exist, are also kept in this area, and should these be destroyed by fire the City and County of San Francisco could be liable for costly law suits, since a great deal of Museum material is on loan.

TERMS OF OFFICE FOR TRUSTEES

At the present time, the by-laws of the Museum provide an unlimited term of office for the Trustees. Vacancies to the Board are filled by election by other members, making the Board self-perpetuating. In order to prevent stagnation of ideas, we recommend that the by-laws be amended to restrict the terms of office for the Trustees. The terms could be possibly limited to four years, with the stipulation that a member cannot succeed himself and providing for a reasonable time lapse before he becomes eligible again for a Trusteeship.

Miss Rita M. Leveira

James Topolos

Leonard E. Fregcsi, Chairman

DISTRICT ATTORNEY

The members of the Grand Jury are in full accord with extending high praise to District Attorney John J. Ferdon for the thorough and efficient manner in which he is operating his office. This leadership has created a warm and friendly workshop for his staff and personnel.

It has been our privilege to have closely observed and watched in action the presentations of many cases by Chief Assistant District Attorney Francis W. Mayer, who is in charge of Grand Jury matters, and Assistant District Attorney Walter Giubbini. They are to be highly commended for the diligent manner in which they have made and dispatched their presentations to us. They have never suppressed the Grand Jury members in anything we have requested.

The members of the Grand Jury feel it is a great honor to the Department to have such a capable and thorough staff to carry on this fine work. To reflect for a moment, and to multiply this service by other communities throughout the breadth of our land, we feel that the District Attorneys' offices throughout the country, and particularly our own, are doing a wonderful, wonderful job in watching over and protecting our communities. Great care must be and is taken that the public be protected to the utmost and that the accused be afforded all their legal rights.

In the fiscal year 1965-1966, the Complaint Division acted upon 8,382 cases involving 6,320 defendants.

As a result, 46.8% of the cases failed to meet the legal requirements and were dismissed, and 10.3% were reduced to misdemeanors, resulting in the proper administration of justice with great saving of personnel, time, and money to the City and County. It may be noted that the case load in this function was increased by 874 cases over the preceding year.

During the reported fiscal year, four Municipal Courts have been hearing felony matters, requiring the deputies assigned to interview witnesses and research the law prior to the presentation of such matters. There was an increase of 1,007 cases in court over the preceding fiscal year. The 5,179 offenses were charged against 4,366 persons.

The 1,120 cases dismissed (21.6%) compare favorably with the 28% of the preceding year. In this connection, it should be noted

DISTRICT ATTORNEY (continued)

that many of the dismissals occurred after the person accused had been indicted by the Grand Jury.

Fifteen percent of the felonies in court were reduced as against 11% in 1964-1965. The total number of misdemeanor cases handled by the Municipal Courts during the past fiscal year was 34,018. There are four Municipal Courts assigned to the handling of misdemeanor cases of a general nature. By reason of reduction of felony cases in proper factual and legal situations, the Municipal Court was able to relieve the Superior Court of a large number of trials by disposition of cases on a misdemeanor basis. There is one court assigned to traffic cases exclusively, and during most of the year there were three additional courts hearing misdemeanor jury trials. The District Attorney's office has assigned a deputy to handle presentation of the People's case in each of these courts on a full-time basis. Preparation of all the factual data, with applicable legal research and trial of these cases, requires the full attention of each assistant so assigned.

One hundred thirty-three jury trials were held, with 78 guilty verdicts, 27 acquittals, and 28 disagreements. Demands for jury were made in 2,372 cases, of which 582 entered guilty pleas and 28 entered Nolo Contendere pleas. Juries were waived in 441 instances. Dismissal on motion of the District Attorney occurred in 379 cases, and six defendants submitted their cases on the police report.

All criminal cases involving violations of the law which amounted to felonies were heard in the three departments of the Superior Court at the Hall of Justice. During the fiscal year from July 1, 1965, to June 30, 1966, a total of 2,196 defendants appeared before the criminal courts charged with felonies. This was an increase of 269 persons over the prior fiscal year. The following are the dispositions of the cases involving 1,757 of these defendants: pleas of guilty, 1,476; trials by court and jury, 281 - for a total of 1,757.

The 1966 Grand Jury has returned 180 indictments to date, and 495 witnesses have appeared. In two or three cases, the Jury refused to indict.

From January 1, 1965, through October 21, 1965, the District Attorney's Office handled 1,351 felony cases in the Superior Court. This year, from January 1, 1966, through October 21, 1966, 1,631 felony cases have been processed, which shows an increase of 280 cases. These only include those felonies in which indictments or informations were filed, and do not include many cases in which

DISTRICT ATTORNEY (continued)

felony arrests were made which were dismissed for lack of evidence. The same general increase is evident in misdemeanor cases with the resulting increased workload upon the legal staff as well as clerical staff of the office.

The legal staff was recently increased by four attorneys. However, it is now evident that, due to this increase in workload, two legal stenographers, two file clerks, and two law clerks should be added to this staff. This would tend to increase the efficiency of both the Municipal and Superior Court Divisions.

In the past fiscal year, 234 indictments were returned by the Grand Jury as a result of cases presented to that body by the District Attorney in Monday-night sessions commencing at 7:30 P.M. in the City Hall.

The indictments so returned involved 352 defendants, which is a slight increase over the previous fiscal year, during which 228 indictments were returned charging 343 defendants.

Witnesses called to testify totaled 666, a figure considerably lower than that for the previous period. This was in part owing to the fact that there were lengthy investigations conducted before the Grand Jury during this time (July 1, 1965, through June 30, 1966).

Practically all the indictments returned resulted in convictions.

<u>Number of Employees</u>	<u>Class</u>
1	District Attorney
30	Assistant District Attorney
4	Domestic Relations Counselors
10	Investigator
1	Psychiatric Investigator
2	Confidential Crime Reporter
1	Administrative Assistant
1	Legal Process Clerk
2	Telephone Operator
1	Confidential Secretary to D.A.
8	Legal Stenographer
3	Clerk Stenographer
2	Clerk
1	Clerk - part time
1	Payroll and Personnel Clerk

Your Committee has had numerous contacts with the District Attorney's Office and it is our opinion that this Office, under the leadership

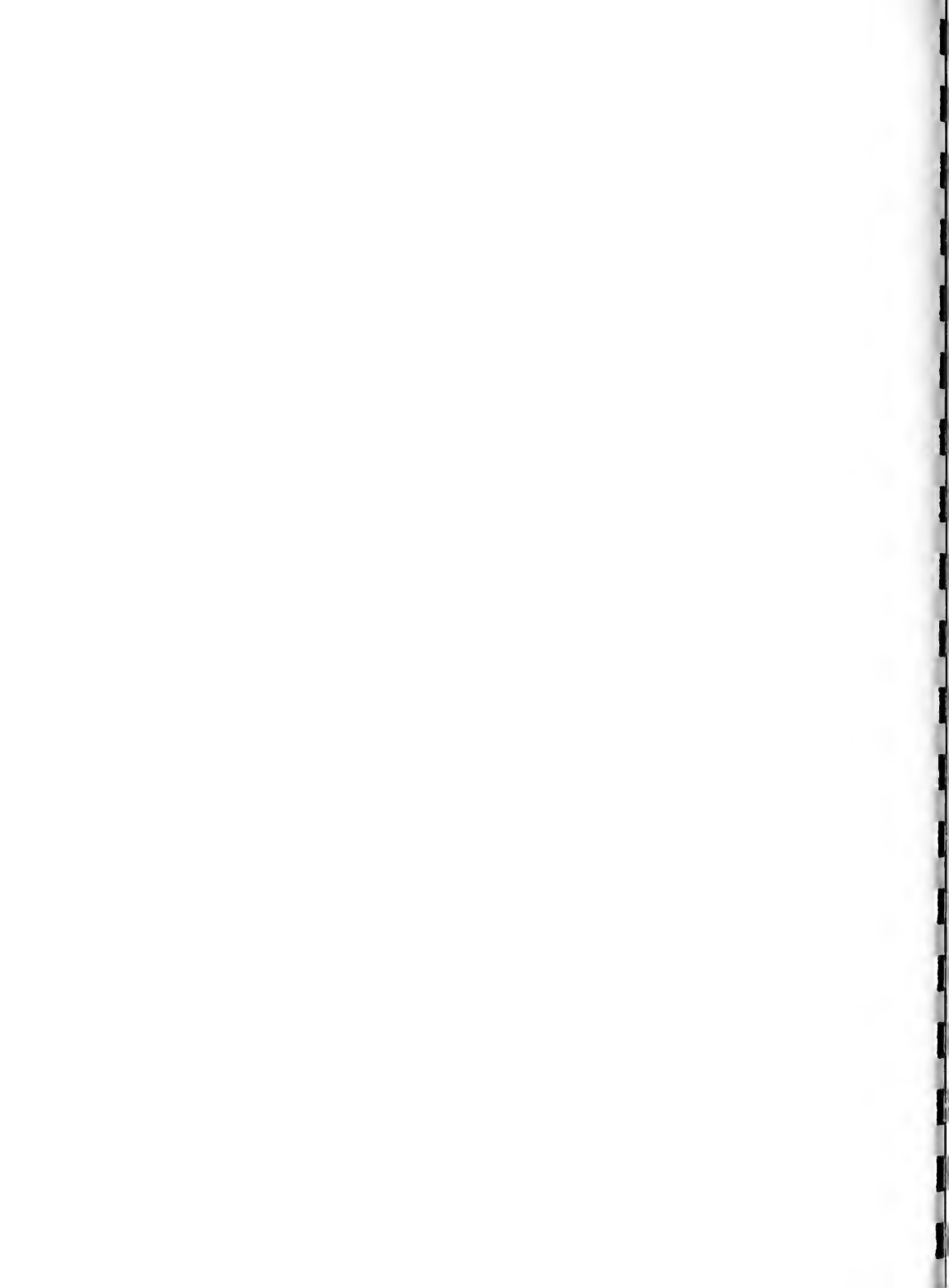
DISTRICT ATTORNEY (continued)

of John J. Ferdon and his Chief Assistant District Attorney, is operating in a thoroughly efficient manner. As already mentioned in our opening chapter, the Grand Jury wishes to restate the co-operation of the District Attorney's Office and its entire staff. We shall long remember Mr. Ferdon for the outstanding service he and his associates are giving to the City and County of San Francisco.

Raymond W. Rivers

Henry Rosenthal

Sidney H. Kessler, Chairman



THE PUBLIC DEFENDER

The San Francisco Public Defender, Honorable Edward T. Mancuso, offers the assurance that each person accused of a crime and who qualifies for the services of the Public Defender shall receive those legal protections to which he is entitled under the law. So as to guarantee universal application of these protections, the Public Defender's Office of San Francisco provides competent counsel in all phases of the proceedings "of the due process of law," and thus endeavors to preserve the rights of each person.

The Public Defender is conducting the department in the best traditions of public service. He has a dedicated staff conducting the affairs of the office in an ethically and legally sound manner. The efficiency of the office is reflected in the fact that the citizens of the City and County of San Francisco are required to pay little more than one cent of the tax rate for the cost of operating this office.

While the Public Defender is responsible for representing all indigent accused, he is also responsible to see that the public funds are used only for those people who qualify for Public Defender's services. The Public Defender needs an adequate and balanced staff to assist him in properly discharging these dual responsibilities. Over the years, the staff of the Public Defender has not been increased in proportion to the mounting case load. This condition, if it continues, could result in unnecessary increased costs and an unwanted decrease in efficiency.

There was an increase of approximately 155 in the number of defendants represented by the Public Defender's Office in the fiscal year of 1965-1966 over the fiscal year of 1964-1965. The number represented increased from 16,231 to 18,602.

It is interesting to note, however, that the number of defendants represented by this office since the fiscal year 1961-1962, when it was 9,743, has practically doubled. In the fiscal year of 1965-1966 the Public Defender has represented some 18,602 defendants.

During this period of time, however, the office personnel has increased as follows:

From nine attorneys, including the Public Defender,
to 13 attorneys;

THE PUBLIC DEFENDER (continued)

From one Investigator to two Investigators in a section of the office which has been long understaffed;

From three clerical employees to four. This section of the office is also understaffed in trying to process the mounting volume of statistical work.

This Committee, in reviewing the work of the Public Defender's Office, feels that the following requirements and needs should be given firm consideration:

1. Additional Clerical Help:

This need arises from the fact that there has been a constant increase in case load which has resulted in the posting and record-keeping being several months behind. Also, because of recent legislation, there has been a tremendous number of applications for sealing records of minors and for expungements of records. This requires a great deal of paper work and typing and is a drain on the present clerical staff.

In addition, because of the more liberal attitude on the part of the judges in releasing defendants on their own recognizance, more liberal payment policies by bail bondsmen, and the O.R. Project (which means release on Own Recognizance) sponsored by the San Francisco Bail Association, more persons are being released from custody who come to the Public Defender's Office requesting legal representation. A 3-page questionnaire in reference to each defendant's financial status and ability to pay for legal service has to be processed and thoroughly checked. There were approximately 2,100 such applications made during this fiscal year, and it is evident that this function will increase during the fiscal year of 1966-1967. This does not include the many who come to the office seeking answers to legal questions and seeking other information.

2. Lack of Space:

The present area is inadequate to accommodate the personnel and facilities of the Public Defender's Office. The Public Defender is presently negotiating for additional office space in Room 208 in the Hall of Justice - directly across the hall from the present location of the Public Defender's Office. This Committee wholeheartedly recommends that this space and office area be made available immediately.



THE PUBLIC DEFENDER (continued)

3. Lack of Equipment:

This Committee recommends that additional filing cabinets and book-cases be provided. The supply is presently inadequate for the proper functioning of the office.

4. Telephone Services:

The existing telephone facilities are now inadequate. There is a vital need for improved and increased services. The Public Defender is presently negotiating for this necessary improvement, and this Committee urges that his request be granted.

The San Francisco Public Defender's Office, under the capable administration of Honorable Edward T. Mancuso, Public Defender, has done an excellent job in representing the indigents in this County. This office has been recognized as one of the outstanding Public Defender Offices by the National Legal Aid and Defenders Association, among others. It was with great satisfaction that we noted that, even with the increased case load, the highest per deputy of any other Public Defender's Office, the cost per case was by far the lowest of any other office. This is due to the efficient operation of the office and the dedication of the deputies, which is further revealed in the fact that there is practically no turnover in the lawyer personnel of this office.

In discussing the operation of the office with this Committee, Public Defender Edward T. Mancuso indicated that credit is due the Mayor and the Board of Supervisors for the additional personnel provided for the office this year. As indicated in the preceeding part of the report, there are requirements for increases in personnel, office space, and facilities, and this would become urgent in the event that there was an increase in the number of Criminal Departments to be serviced by the deputies of this office.

This Committee commends the Public Defender Edward T. Mancuso and his staff for maintaining one of the most complete, functioning Public Defender's Offices in the Nation.

Raymond W. Rivers

Henry Rosenthal

Sidney H. Kessler Chairman

CITY ATTORNEY

Under the direction of Honorable Thomas M. O'Connor, City Attorney, there are 36 Deputy City Attorneys who handle the civil legal problems of the City and County departments. This involves representing the various departments and/or their officers in a variety of legal matters - court actions, claim processing, investigatory procedures where required - along with a continuous study of proposed and enacted legislation, contracts, documents, and lease agreements. This office, an energetic unit within City and County government, has and is rendering invaluable services to the people of San Francisco.

The Office of the City Attorney handles a tremendous volume of legal work. This Committee learned that the City and County is involved in law suits at the rate of approximately four each day. There is an average of between 1,800 to 2,400 law suits of all classes constantly under assignment to this office. During the past fiscal year, this office was able to conclude 620 actions or proceedings. During the same period, 806 new court actions or proceedings were received. This means that in one year an additional 186 cases were added to the already heavy workload of the litigation section. At the end of the fiscal year there were some 1,768 actions or proceedings still pending and being worked by this office. This in spite of the large number of 620 actions concluded during the year.

With this great volume of work, the physical working conditions are anything but ideal for the greater number of Deputy City Attorneys. Much of the office area occupied by this office on the second floor of the City Hall is converted hall space. Privacy is lacking in many areas, and some of the Deputy City Attorneys have their desks in the long corridor of the law library. This Committee believes that consideration should be given to requests from City Attorney Thomas M. O'Connor for better quarters and/or a rehabilitation of the present quarters. This Committee recommends to the City Attorney that he present such a plan at the earliest possible date.

Many additional demands are being constantly made on the staff of the City Attorney.

The pending actions filed for violations of the Federal Antitrust Laws regarding electrical equipment, water pipe, and floor covering supplied to the City and County, involved law suits to settle or try to settle an aggregate of claims totaling some \$30 million. To date, the City Attorney has been able to settle the electrical portion of these law suits for approximately \$1-1/4 million in favor of the City.

CITY ATTORNEY (continued)

These antitrust actions require the time of one Deputy City Attorney and a secretary. This means that they have to be free from all other work or duties so that they might devote full time to the work required in these antitrust cases. It is obvious that the regular duties of this deputy and secretary must be distributed among the other personnel in this office.

The passage of the California Tort Claims Act in 1963 is another example of the increased workload in this office. This act broadens the exposure of the City and County to law suits in matters where recovery is being sought for money damages because of the death of a person or persons, personal injury, and property damage.

Also, an increase in the number of claims and law suits relating to the Police Department has increased the workload of this office. As a result of this increase, a Deputy City Attorney has been assigned full time to handle these cases. During the past fiscal year, there were 170 new claims filed with the City involving Police Department matters. There are 105 law suits in this category pending against the City. The total prayers in these cases amount to approximately \$29,867,000.

Another area in which the Office of the City Attorney will be required to apply additional services is with the new assessment work in the office of the Assessor, Joseph E. Tinney.

Unfortunately, the Office of the City Attorney does not have sufficient trained specialized personnel to investigate and/or adjust the volume of claims received by this department. They do investigate these claims, but they are not always able to do it within the shortest time possible. It is always an advantage to the City Attorney to investigate a claim as soon as possible so that all the facts can be ascertained and recorded. When the City Attorney is able to obtain complete information in the shortest time possible, he and his deputies are in a position to negotiate with claimants with a greater degree of success. In a great number of instances the City Attorney was able to negotiate with claimants and reach a compromise without the matter becoming an official court action. This was possible because in a number of instances a Deputy City Attorney did the investigatory work and had it properly recorded. This is not in the best interest of the use of the legal talents and experience of these deputies.

There are many activities which must be persued by the Deputy City Attorneys with reference to each case they handle. As a result, many hours are spent in investigations, negotiations, and court appearances. This work naturally results in an ever-mounting flow of

CITY ATTORNEY (continued)

paperwork to be handled by an overworked and short-handed secretarial and office staff. The Deputy City Attorneys are required sometimes to draft their work in longhand in order to complete the work that they may be doing on particular matters. This again is necessary, but it is also a waste of the legal talents of these deputies. This seems to be the only way in which the overworked secretarial and typing staff can handle the volume of work.

All claims are required to be filed as a prerequisite to the filing of those cases where recovery is sought for money and/or damages. There were 1,058 new claims presented and investigated by this Office last year. This does not include those claims which may relate to the departments under the jurisdiction of the Public Utilities Commission and the Retirement Board. This is a matter that should be given firm consideration. The Municipal Railway, the Water Department, and the Retirement Board have their own claims departments for the purpose of investigation and adjustment of their claims. As a result, the necessary pertinent facts are determined by these claim departments at an early date and timely and appropriate action can be taken in allowing, compromising, or denying claims. This activity is very beneficial to the City and County, its citizens, and taxpayers. In many instances it eliminates the necessity for the filing of law suits, and it tends also to discourage the filing of questionable claims. This results in an early determination of the facts and affords a means of preserving that information for subsequent use in the event of court action. Based on this experience, this Committee recommends that the investigatory staff of the City Attorney be augmented. Additional personnel trained for investigations could and would save the City and County many dollars and hours of legal and secretarial services.

This Committee is aware that the City Attorney is responsible for litigation involving the City and County, and/or any of its employees, officers, boards, and commissions, relating to matters which arise out of the course and scope of their actions and/or functions carried out or executed on behalf of the City and County. It is also responsible for law suits referred to the Office for legal action by the San Francisco Unified School District. It is the firm opinion of this Committee, upon investigation, that the volume of work in the City Attorney's Office is increasing each year; and in view of the other items in this report, we make the following recommendations:

RECOMMENDATIONS:

1. The City Attorney prepare and draft a plan for better and fitting accommodations for his office, deputies, and office and secretarial staff.

CITY ATTORNEY (continued)

2. The City Attorney prepare a study of the investigatory procedures of other City departments and, based on this, present a request for the required number of investigators to handle the volume of work in the Office of the City Attorney.
3. The City Attorney prepare a study of the needs and requirements for additional deputies, secretaries, and office staff, and present a request for the number required.
4. The City Attorney, in conforming to the directions set forth in Section 933 of the Penal Code in reference to comments on the Grand Jury Reports, should restate these recommendations to the Board of Supervisors and request appropriate action.

Raymond W. Rivers

Henry Rosenthal

Sidney H. Kessler, Chairman

PARK-RECREATION DEPARTMENT

The members of this Committee of the Grand Jury have visited with the Commissioners at their regular meetings, and at times called upon the General Manager, James P. Lang, and the Commission Secretary, Miss Mary P. Connolly. In the overall picture, we found these officers and Commissioners to be alert to the problems confronting the Department and cognizant of the possibilities of the work of the Department in providing recreational facilities while maintaining attractive park sites for the people of San Francisco and their visitors and friends.

This Department provides not only recreational facilities for the City, but also offers and maintains many cultural activities. San Francisco is a family city. Thus, Golden Gate Park has evolved into a family park and the Commission has kept this foremost in mind, particularly in their planning. Golden Gate Park is a prominent attraction to the people of San Francisco - and to all who come to visit the City. The Park-Recreation Commissioner, officers, and workers deserve considerable praise for their endeavors in this area.

Where feasible, the Park-Recreation Commission attempts to provide some recreational facilities in every neighborhood of the City. In these days of neighborhood change and concern, the personal relationships of the recreation directors with the people in different communities is a major factor in fostering mutual understanding and development of good citizens.

This Department has been providing activities for handicapped persons. A recent survey indicated that this program was meeting with extensive success and should not only be continued, but also should be further expanded.

The Park-Recreation Department is a 7-day-a-week operation, but from the budgetary standpoint it is purely a 5-day-a-week organization. This places the Department under a severe strain. The personnel is placed in the position of being dispersed over a greater range of activities in order to accommodate the 7-day-a-week program, while being able to maintain only a 5-day-a-week staff.

RECOMMENDATIONS:

This Committee would like to present the following specific recommendations for the consideration of the Mayor, the Board of

PARK-RECREATION DEPARTMENT (continued)

Supervisors, and the Commission:

1. The lack of funds in past budgets has caused a deterioration of much of the heavy automotive equipment, power mowers, etc. These are in need of replacement as soon as possible. It is recommended that adequate funds be made available for this project.
2. Golden Gate Park is the primary outdoor attraction in San Francisco. We strongly recommend that restoration be considered specifically for the following areas within the Park: Strawberry Hill and the Stow Lake Complex, the Dutch Windmills, and the Chain of Lakes.
3. The Park-Recreation Department should be encouraged to acquire additional available lands in sections of the City for small neighborhood parks. This is to be applied on the basis of actual present needs and the projection of future anticipated needs.
4. Candlestick Park has a serious drainage problem, and an adequate irrigation system should be planned and installed. Another problem at Candlestick Park is the roughness of the texture of the grandstands. This coarseness causes the fabrics of the clothes of the spectators to "run" and tear. We recommend that a protective finish coat of paint be applied for the protection of the spectators' clothing.
5. Golden Gate Park has increasingly difficult traffic problems. The solution seems to lie in curtailment of some sort. Consideration should be given to either reducing or eliminating (as a last resort) the automobile traffic - most particularly on Sundays and Holidays, possibly even on part of Saturdays. A survey should be conducted to determine the extent of this curtailment. This Committee is fully aware of the needs of the people who drive cars to get to their destination in the shortest, safest time possible. The Committee is also cognizant of the need of those people, children most especially, who use the park on these days. The decision should not be an arbitrary one, but one very well-planned to serve the needs of the majority.
6. Adequate irrigation systems should be planned and placed in operation at the various golf courses operated by this Department.

The Committee noticed that the tees at Lincoln Park are in

PARK-RECREATION DEPARTMENT (continued)

deplorable condition. They have been so severely neglected that instead of driving from a tee, the golfer is simply driving from dirt. The overall maintenance of the course has been so neglected that we would recommend a complete renewal of course maintenance.

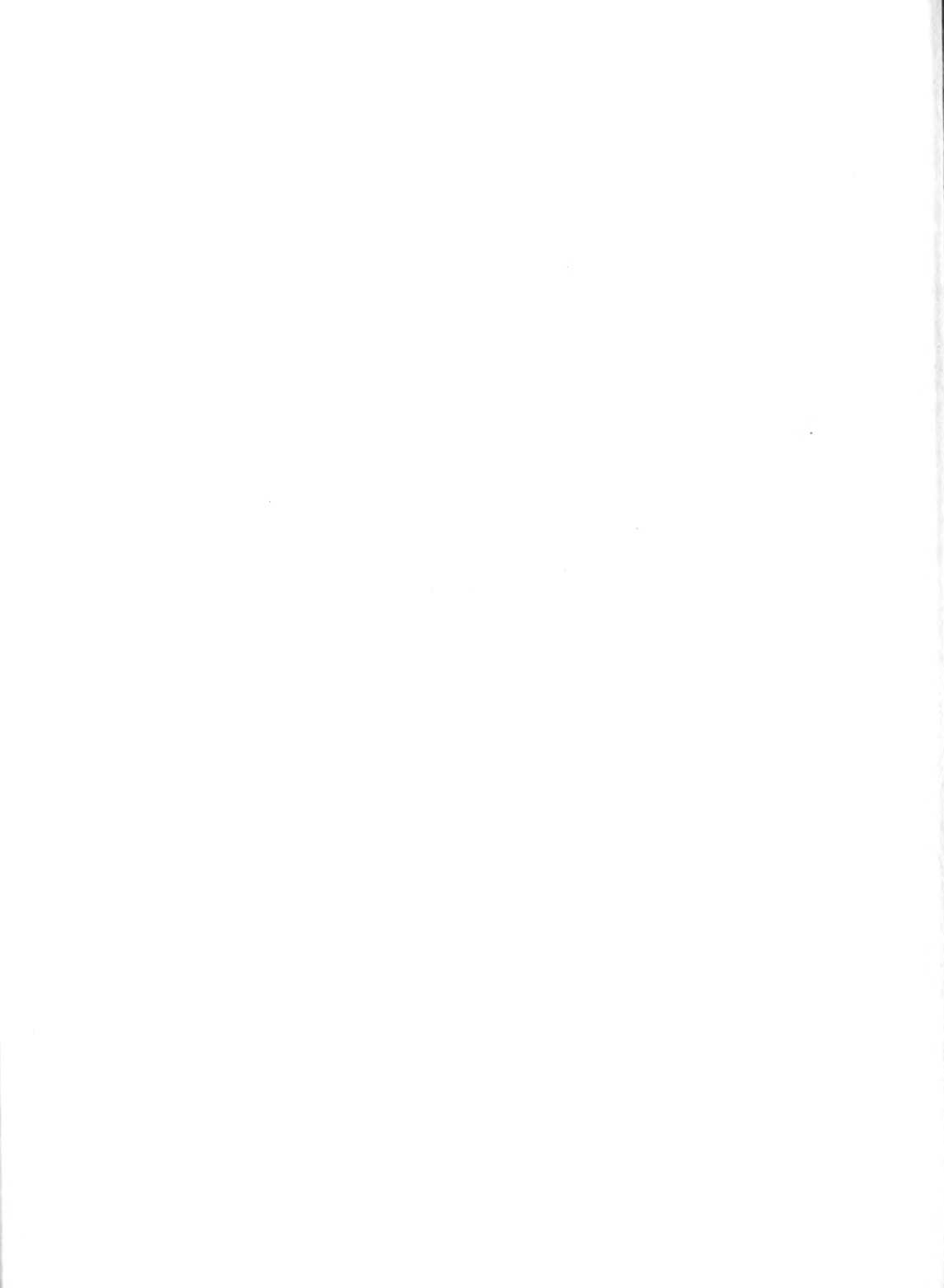
7. It has been brought to the attention of this Committee that golfers endeavoring to make reservations to play at the Harding Golf Course often experience great difficulty in reaching the reservation office.

This Committee is aware that this is a busy golf course, and the reservation office very often has a great many simultaneous phone calls. In an effort to try to assist the reservation office, and at the same time make it easier and more convenient for the golfers seeking reservations, we would suggest the following system: A "telephone message holder unit" be installed and connected to all the telephone lines leading into the reservation office. Telephone calls could then be held in the order of their placement and the reservation office would be able to answer these calls in this same order.

Miss Rita M. Leveira

James Topolos

Leonard E. Fregosi, Chairman



THE CALIFORNIA ACADEMY OF SCIENCES

The California Academy of Sciences is the West's oldest scientific institution and San Francisco's most popular cultural attraction. Its Steinhart Aquarium, Morrison Planetarium, and Science Museums, which include the Simson African Hall and the North American Halls of Birds and Mammals, were visited by more than 3,000,000 people during the past fiscal year. The buildings used by the Academy are located in Golden Gate Park. They were constructed with private funds and given to the City, and are insured for about \$5,000,000.

The Academy has a vigorous educational program for young people. Its Junior Academy offers summer courses, and after-school and Saturday meetings for science-oriented students ranging in ages from 10 to 21. Morrison Planetarium offers special student programs which last year were attended by 47,714 students in organized groups.

The 1965-1966 operating budget of the Academy was \$1,168,337, of which \$440,567 was provided from City and County of San Francisco ad valorem tax funds for the operation of the Steinhart Aquarium and public sections of the museum, as provided in Section 52 of the City Charter. The remaining operating funds, \$727,770, were provided by the Academy from endowment income, membership dues, grants and gifts, and donations from corporations and foundations.

To continue the further expansion of the Academy's various programs of education, we recommend that additional funds be made available.

Miss Rita M. Leveira

James Topolos

Leonard E. Fregosi, Chairman



CALIFORNIA PALACE OF THE LEGION OF HONOR

The California Palace of the Legion of Honor serves the public from 10 A.M. to 5 P.M. every day of the year.

Through the recommendation of the 1964 Grand Jury, Municipal Railway public transportation was provided on weekends during these hours. This service has enabled a large number of senior citizens, students, and out-of-town visitors who would otherwise have been unable to visit this museum to take advantage of this cultural institution of San Francisco.

While this weekend service is of tremendous value, it is felt that only a regular daily service will ever meet the requirements adequately. Weekend-only service is awkward to publicize; and, being such a limited service, it is not even listed in the Municipal Railway pamphlet which is distributed to hotels, tourist bureaus, etc.

Vast sums of money are presently being spent to improve and add to the various cultural institutions of our City. Yet here in Lincoln Park exists one of the most striking examples of a cultural center in the West. Not to provide regular daily transportation to the museum for our residents and visitors greatly detracts from the value of this asset.

We also recommend that plans be formulated as soon as possible to raise funds for storage space which is very badly needed now.

Miss Rita M. Leveira

James Topoles

Leonard E. Fregosi, Chairman



DEPARTMENT OF EDUCATION

The San Francisco schools are under the control and management of the Board of Education, composed of seven members appointed by the Mayor for a five-year term and approved by the voters. They represent a sociological cross-section of the community and are responsible for the advancement of education and the care and improvement of school department property.

The Superintendent is the executive officer appointed by the Board to observe and enforce their regulations. Twice monthly they gather at open meetings where the public is invited to voice its advice.

While enrollment of the school district decreases, there continues to be a heavy increase in the number of teaching positions due to Federally funded compensatory education. Smaller classes, special services and the increased span of year-long school life from pre-kindergarten through adult education attempts to remedy unfavorable home environment handicaps. The Superintendent's Compensatory Program more than quadrupled in cost during 1965-66. Enrichment, it is felt, must be maintained to be effective. Better schools and better teachers within the limits of the regular school day are not enough.

San Francisco teachers and administrators, under Dr. Harold Spears, are remarkably able and dedicated to plan and effect their program keeping up with modern curriculum, laws, techniques and subsidies available and obsolescence involved. Their performance was commended during the flu epidemic and the Hunter's Point riots.

Many civic groups criticized the search for a new superintendent although the Board sought professional consultants to screen out-of-town candidates and to provide criteria for choosing as recommended. Critics reported these criteria disqualified certain candidates and later that they were of no value. There was criticism that policy and educational goals were not spelled out, that in spite of the new Public Information Officer no adequate information and opportunity for dialogue existed for concerned individuals. But the fortunate choice of Dr. Jenkins as Superintendent was eventually made with the consent of experienced as well as two new 1967 Board members. He is noted for his record as an innovator and his success working with citizens committees.

RECOMMENDATION:

The voter's guide should include prospective Board members' background. The press should be persuaded to carry board meeting agenda and members' voting records.



DEPARTMENT OF EDUCATION (continued)

To achieve better racial balance in the schools without de-emphasizing academic excellence, Stanford Research Institute has been engaged to prepare a report, now in Phase II, to offer alternative methods of correction. It is hoped that suggestions will start taking effect in 1967. Public agencies and citizens groups continue to study and activate in this field. A study is also being made of the compensatory projects in the elementary and secondary schools and of our program for identifying and educating gifted children.

San Francisco has been a leader in the field of special aid to exceptional children: the physically handicapped, mentally retarded and the emotionally disturbed, under the Division of Child Welfare. Additional decentralized guidance centers are planned for pupils with extreme difficulties. Since 1,591 requests for transfer of incorrigible pupils were received last year, and suspensions of only 10 days are allowed before expulsion, this program would offer education counseling and guidance presently almost unavailable on the outside to persuade pupils to adjust and achieve in their own schools.

In the field of vocational training increased occupational preparation courses were added, the work-study program was extended to non-citizens, industrial arts developed, federal funds received under the Manpower Development and Training Act, the Vocational Education Act and the Economic Opportunity Act extended facilities for the training and employment of youths and adults.

The varied curriculum and cooperation with other city departments and community agencies available in our public schools is truly remarkable.

Edward G. Zelinsky

Frank C. Colridge

Mrs. Delanie M. Kilduff,
Chairman



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